

which produced it could not conceive of it as having significance for other generations. If selection were indorsed the future logically might be expected to reveal similar deficiencies. With respect to more dramatic occurrences such as our American Revolution, even scraps take on value in time. One is never sure but that some obscure detail may suddenly become a key fact. Other details are all welcome because they help to fill in the historian's reconstructed jig saw picture of the past.

The answer to these arguments is that the importance of the unimportant for the earlier periods of history results from the loss of the richer and more concentrated material. Had the more valuable records been preserved, there would be less time-consuming puzzle-solving for historians. Furthermore, important material will have more chance of surviving into the future if it is not weighted with records of lesser importance. Useless papers constitute a fire hazard for important papers. In so far as they are permitted to compete for space, useless papers crowd out more valuable ones. In another generation, if records continue to be made at the present rate, the pressure to destroy will be a great deal stronger. Trying to save everything will subject the whole program to ridicule. It is scarcely fair to expect society to burden itself through the generations with material that does not assay high enough to pay dividends.

Selection is not only desirable, it is inescapable; and, it should not be too long delayed. It should be made before the unity of a collection is broken and before its natural arrangement is tampered with, which usually means as soon as papers become inactive. Once a deposit of records is scattered, the evaluation of individual items is difficult and uncertain, while to reassemble the whole is a long and costly, if not an impossible, task. Libraries and historical societies should in the future be spared expenditures of time and money in assembling and arranging. Also, if collections are secured before they are damaged by neglect and exposure, the bills for renovation are less. It would be to society's interest, from motives of economy, to maintain a kind of continuous audit of its records, assessing their historical value as soon as their active life is over.

Such an audit for records of the federal government is now part of the program of the newly established National Archives. A group of examiners has the duty of inspecting all records proposed for destruction by any government agency before congressional permission to destroy is granted. This procedure will insure the preservation

of material which, although deemed no longer of value to government agencies from an administrative point of view, may yet provide grist for historians, political scientists, and other scholars. It is to be hoped that the National Archives will set a good example for state archival agencies, which now have too little control over the disposal of "useless papers," and that the states in turn will encourage and supervise local efforts toward the more intelligent handling of the records of counties, townships, cities and villages, which records affect most closely the lives of the common people. It is the argument of this paper, however, that, if we are to preserve in adequate measure the record of our civilization, this principle of review, with its consequent program of selection, must be extended to a great body of semipublic archives, the records of corporate business.

The historian of the future who seeks to interpret our contemporary life without taking into account the shaping forces of modern business will but touch the fringe of his subject. For more than a generation people have spoken of two capitals, Washington and Wall Street. The relations between these two giant concentrations of power are of immense significance to the people. So far, in our country, the government has been allowed only to regulate, not to direct and control economic power. Wall Street still initiates economic policy, administers an economic empire, and disposes as in its wisdom it sees fit of the profits of that empire. We are careful to preserve the records of one capital, but have sadly neglected the records of the other.²

The neglect is doubly great because few business records are ever printed, whereas much of the significant content of government records, especially in recent years, appears in published documents. This is so in the United States at least. A democratic government must be concerned with informing the people of its activities. With business, concealment is more often the aim. Except for advertising goods, services, or securities, people keep their business affairs to themselves.

²"The rise of the modern corporation has brought a concentration of economic power which can compete on equal terms with the modern state—economic power versus political power, each strong in its own field. The state seeks in some aspects to regulate the corporation, while the corporation, steadily becoming more powerful, makes every effort to avoid such regulation. Where its own interests are concerned, it even attempts to dominate the state. The future may see the economic organism, now typified by the corporation, not only on an equal plane with the state, but possibly even superseding it as the dominant form of social organization. The law of corporations, accordingly, might well be considered as a potential constitutional law for the new economic state, while business practice is increasingly assuming the aspect of economic statesmanship." A. A. Berle, Jr., and Gardiner C. Means, *The Modern Corporation and Private Property* (1937), 357.

From the historian's point of view the printed publicity of business is suspect. Business corporations print nothing to compare with the *Congressional Record*. They keep the oratory of directors' meetings, where matters of policy are threshed out, within four walls.³ In future years, it will be only through use of their manuscript minutes that their history can be satisfactorily interpreted and fully understood; and such manuscript sources at their present rate of salvage will be scarce.

It is conceivable that the archives of the United Fruit Company will be as necessary some day for the writing of the history of the American tropics as the records of the fur companies have been for the writing of the development of the American West. The records of the American Telephone and Telegraph Company and of its many subsidiaries, theoretically, should be of as much importance for the period they cover as are the records of the United States Post Office Department. One can imagine, also, the value of the material which will be found some day in the papers, if they should be preserved, of a firm such as Pan-American Airways. Factual histories of a number of American railroads have been written (though few are based on manuscript records), but the very important economic and social influences of these railroads upon the regions they individually serve have been inadequately appreciated and analyzed. The records of mining companies, oil companies, industrial corporations, shipping firms, and wholesale houses, even if not of national importance, may contribute to the history of regions, states, and communities. Nor has mention been made of their value for the study of certain economic phenomena. There are topics upon which light is greatly needed, like the rise of credit and the development of modern credit policies, or the elaboration of distribution and marketing devices. The analysis of business organization and technique generally and the study of the factors which condition these things may easily have great value to business men themselves and to governments which seek to regulate business. The history of labor must be written not only from trade union sources but from the records of management as well.

The correspondence of business firms through the recent depression, through the period of closer governmental supervision—particularly

³ There is some indication that in the last generation directors' meetings in many corporations have become almost as perfunctory as have stockholders' meetings. The members of the board meet merely to listen to reports and to approve programs formulated by their executives. In these instances the historian will have to look elsewhere for more vital minutes, if they exist.

the NRA experiment—and through the present period of labor strife, is of vital interest and importance not alone to business but to students of economics and government and of our national history as a whole. No time was ever more crucial to business, no time ever so called upon business leaders to restudy their opinions and take a stand. It is not enough today to have an opinion. Business leaders are compelled to fortify that opinion by action; and historians of the future will be concerned with these actions.

There is also a growing interest in the history of individual business firms. Managers who do not encourage such interests ought to think twice; because the investor, the employee, and the consumer may be very much interested. The intelligent investor studies the past organization, holdings, and obligations of a firm, checks on the rate its market is expanding, and compares its record with records of rivals in the field. Secrecy does not encourage investors, whereas a record of achievement gains their confidence. Similarly, an employee in accepting a position is concerned first of all with the permanency and prestige of the firm. He knows his future promotion is likely to be bound up with the firm's prospects of growth and expansion. From the company's point of view, pride of the personnel in past achievement is a legitimate stimulant to good workmanship and loyalty on the part of employees. The consumer is similarly interested. His best protection is to buy from a reputable business. He, too, is interested in a firm's record, in learning of the nature, quality, and sources of its raw materials, in understanding its manufacturing processes, the competency of its machinery, the quality and conditions of workmanship, the general alertness and integrity of its management. Individual consumers may not have time to make comprehensive studies, but agents can be hired. The rapid growth of several consumers' agencies shows that the consumers' interest in the future is likely to be an organized one, and that corporations can expect more careful and systematic scrutiny than in the past.

Investors, employees, and consumers constitute the general public. Business institutions can no more escape a public referendum than can politicians. Every day is election day with cash registers serving as ballot boxes. Aside from printed publicity, most of the public's knowledge of business practices has been based on printed records of governmental investigations, and on reorganization and court papers. Many recently published critiques of private business during the depression have been based on such records. The conditions revealed are possibly

pathological, but the degree of their variation from normal must remain uncertain as long as the normal remains generally hidden from view. Business, if not vulnerable, should encourage impartial historical investigation. In the future, publicity cooked to order will not be enough.

To preserve the records of the newer era of business is a problem entirely different from the preservation of records of the pre-Civil War period. The increased size of business units, commencing about 1870, and the new speed with which business was conducted, chiefly as a consequence of the maturing of railroad and telegraph systems, removed management from its old intimate acquaintance with details and increased the reliance upon records. Such reliance has been made more necessary by centralized control of plants, distribution facilities, and retail outlets. Along with control at a distance has developed a class of records which is especially valuable to the historian, and which is easy to keep and to use, namely reports, which may assume various forms, including graphs, charts, schedules, and photographs.

This revolution in administration was facilitated by the development of various card control systems. Before 1890, in business houses, records of every kind were kept in bound books, and it was the custom to index these in other bound books in which a certain number of pages was allotted to each specific alphabetical subdivision. Customers' orders were rewritten into a bound order book and copies of customers' invoices were made in a bound letterpress invoice book. Shortly after 1890 cards began to be used as an index to records, and gradually, after 1900, the records themselves were transferred to cards which were self-indexing and allowed for unlimited expansion and the ready elimination of dead matter. The use of carbon copies of records commenced about 1897 and vertical filing dates from the same period. Loose-leaf binders appeared a few years later. It is noteworthy that practically all the business records saved by libraries and historical societies so far, including the collection of the Business Historical Society at Harvard University, belong to the period before the expansion of record keeping and the development of card and loose-leaf systems. The technique for handling these modern devices must still be worked out.

Someone might profitably write a history of the development of record keeping in American business offices, a history which would take into account both system and equipment. The researcher would

find his best source to be the physical records of old firms, but he would also learn much from blank book, business machine, and filing equipment advertisements in old files of business magazines, and, for the recent past, much from old businessmen and from the older salesmen of the great business supply and filing equipment firms. Many changes in method and equipment would have significance from the point of view of preserving records. For instance, the abandonment of the old narrow drawers into which records were folded and pressed was a favorable development. Card records and carbons, however, while a boon to business in allowing it to discard dead material easily, have permitted the destruction of much that the business historian would wish to have saved. It was much more difficult to discard a bound volume in the old days because one had to be sure first that everything in the volume was obsolete. As a result, in a surprising number of instances bound records of the 1870's and 1880's still exist while, already, it will be hard to complete files of papers after 1900. Bound volumes also, of necessity, preserved the records in the order in which they were created. Carbon copies have permitted the development of new and elaborate filing systems, which are difficult to restore when papers have become disordered.

A history of bookkeeping and accounting practice in America is also badly needed. Few historians are accountants and they find it difficult to interpret even the simpler books of earlier days. Such a history would serve them as a manual, and it would also help librarians and archivists to determine which, in a given period, would be the essential records and which could be spared. If a partial collection were received, such a book would aid in its evaluation. If microfilming were being considered and it should prove impossible by reason of expense or otherwise to film the whole, such a history would help to determine which of the accounting records should have precedence.

Another study, badly needed, is an investigation of the record policies and practices of large corporations of the present day. Policy would vary greatly in different businesses. Banks, insurance companies, and law firms are naturally conservative in their destruction of papers, and some of them have created respectable archival establishments. Consider, for instance, the picture briefly presented in a talk of Miss Edith Williams, of the Irving Trust Company, before a group of file specialists:

Just wait until you, corporately speaking, have celebrated, let us say your 80th birthday, and can look back over a series of mergers, each of which has brought in new records, along with 'new blood,' new ideas, etc. Then when you open your record-room door or doors, upon stack after stack of steel shelving, row after row of transfer drawers, all full of papers of one sort or another—in folders, boxes, bound books, you will begin to wonder how much of all this is worth while. Especially will you wonder if you have been led to that door by someone who wants you to tell them *where* that new material just about to be shipped to storage can be put.⁴

Most large corporations have their central file rooms with a small army of file clerks presided over by a file specialist. Many of them also have storage warehouses for their less active records, and some with headquarters in expensive districts of large cities have constructed special buildings in the suburbs for this purpose. Sometimes, duplicate sets of current records are kept there to insure preservation in case of fire or other catastrophe. The Irving Trust Company in New York requires its branches to send their records to central storage according to a regular schedule of retention for the several classes of records, and other branch businesses may follow a similar procedure of centralizing their records. Some business firms, especially banks, are regularly microfilming certain records. Others are using the commercial photostat process known as the DEXIGRAPH. These are all modern archival practices, and government archivists could, in many cases, learn from the experience of business and profit from contact with file specialists who are the practical archivists of the business world.

The investigator of modern business practice with respect to records should give special attention to schedules of retention and destruction drawn up by large companies. Few big firms wait until the need for space or equipment dictates the destruction of all that can be spared. Indeed, without the authorization which a carefully worked out schedule provides, usually no one in a firm cares to take upon himself the responsibility of disposing of records, but with such schedules the systematic elimination of useless papers becomes a part of the orderly office routine.

The Interstate Commerce Commission has published its rules of destruction of obsolete records for steam railroads, electric railroads, express companies, carriers by water, pipe-line companies, sleeping car companies, and telegraph, telephone, and cable companies. The

⁴ "Retention of Records," in *The File*, VII (November, 1930), 3.

National Electric Light Association in 1923 published a suggested destruction code for power companies. The National Fire Protection Association published a valuable pamphlet, *Protection of Records* (1935), which contains a carefully worked out schedule of retention and destruction for large establishments (pp. 80-85) and another for establishments of moderate size (pp. 86-87). A pamphlet published by the Kay-Dee Company of Pittsburgh, manufacturers of filing equipment, entitled *Records—How Long They Should Be Kept; What, How, and When to Destroy; How to Preserve*, reprints the N.F.P.A. code and also prints the retention schedules of the Chicago Trust Company. Privately printed schedules exist, and probably many typed and mimeographed ones would be discovered by an earnest searcher. The analysis of such codes would show what records business considers most important. It would show generally what records corporations have preserved. It would enable historians to discover points of difference between value to business and value to scholarship. A large percentage of the records destroyed probably would be as useless to historians as to business but the interests of the two would not always coincide. An early discovery, for instance, would be that business generally is more radical than the historian would wish in the destruction of old correspondence files and managerial memoranda. On the other hand, for administrative reasons, elaborate accounting records are religiously kept which may be unnecessary to the historian if adequate summaries and analyses exist.

If business is doing so much that is worthy of study, the thought may be, "Why not encourage business firms to preserve their own records?" Education to that end is most desirable. The Business Historical Society has recently (October, 1937) published as a double number of its *Bulletin* a pamphlet entitled "The Preservation of Business Records," aimed chiefly at business firms. This pamphlet, prepared by Ralph M. Hower, editor of the *Bulletin*, is carefully and thoughtfully written, and is altogether the most important piece of literature yet published on the subject. It should be widely distributed to business firms, care being taken that it reaches the proper officials. The interest of trade associations should be enlisted in the problem generally, so that each association might be a clearing house of information for the industry it represents. Questionnaires as to record conditions and policy might well be sent to individual firms by some such organization as the Society of American Archivists. These questionnaires would provide information for analysis by locality or

industry, and at the same time they would bring to the attention of business officials the fact that scholars are concerned about their records and that a society exists to which they might turn for help and advice.

Some of the larger firms are already in need of expert help, or soon will be. The Firestone Tire and Rubber Company has recently employed a trained archivist to grapple with its record problems. Other large corporations, such as the American Telephone and Telegraph Company, have their historians who usually have some control or influence over the record situation. If mergers and consolidations continue, as seems likely in a maturing economy, more and more corporations will reach positions in the nation's business structure from which they can scarcely be dislodged. These stronger organizations will, as the years progress, build up immense record accumulations. In the coming generation they will be struggling with the same complicated problems of record housing and arrangement that governmental units are now concerned with, and they will, for the most part, have the necessary money to work out reasonably satisfactory solutions. Trained archivists should contribute to this result. If help is extended at this stage, archival science might be benefited in the future from lessons learned in the solving of these problems. It seems reasonable to expect also, that, as time goes on and these firms become secure in their positions, they may be persuaded to admit scholars to their earlier records. The archivist who has assisted in the preservation of these records will be in a position to promote this objective.

However, for every business institution that survives and grows great in power and resources, there are scores that fall by the wayside. Some firms are killed in business wars. Some sink in periods of economic stress. Others follow able leaders to the grave. Still others close down because of the invention of cheaper processes, the exhaustion of raw materials, changing fashions of consumption, or even because of changed freight rates. Not only individual firms but whole industries disappear from the scene. Where are the records of the carriage-making trade of yesterday?⁵ Clearly, any salvaging of the records of these firms must be by some agency other than giant business corporations. It should be the business of such an agency to

⁵ Records of Brewster & Co. of New Haven and New York, undoubtedly the most famous of all carriage firms, were deposited with the New York Public Library in 1936. The collection, consisting of some 155 bound volumes, lacks, however, the firm's correspondence.

form tactful contacts with persons having legal custody of records of firms going out of business, and when the affairs of the firm are settled, the books, in many instances, would be available to the institution which made the overtures. Frequently, there is nothing else to do with the books except to sell them as old paper. During and after a depression such as we have been passing through, there should be a special effort made to salvage records in different industries of typical firms that did not weather the storm.

All business is interrelated, and the success and failures of small firms are reflected in the earnings of stronger corporations. There is also much to be learned about economic activity generally from small businesses, perhaps more than from the richer corporations, because, having smaller margins on which to make mistakes, they are more sensitive indicators of business conditions. Therefore, it would seem that even if the collection and preservation of the records of lesser firms and of unsuccessful business must be the work of outside agencies, the larger corporations, in their own interest, ought to help support the work. Collections of such records could be laboratories for graduate students in economics and business administration. This in part was the idea behind the Business Historical Society collections at Harvard, but financial aid from business is needed if this, or other public or semipublic depositories, are to cope with the records of modern business.

Another possibility might be for business firms to establish and support co-operatively central depositories in recognized industrial regions for business records from that region. Or, such depositories might be set up by industries and managed by or supported through trade associations of one kind or another. To these depositories, corporations could send older records that constitute a space problem and are of little use except to the business historian. Also, here could be concentrated the records of defunct companies. The benefits from research in these storehouses of experience might not be direct but they would be real in time. By voluntarily taxing itself to the amount of some five million dollars a year, business could solve the problem. There are individuals in the business world who, if they wished to do so, have the power to guarantee an endowment sufficient to preserve generations of business experience, and with it much political, social, and cultural history, for the future. A carefully thought out plan ought to be presented to those who might aid such projects.

With the growing realization of the social significance of business

activity, society, acting through its governmental representatives, will almost certainly step in if business does not tackle the task. Few people realize to what degree government now dictates to business in the matter of the preservation of its records. The control which the Interstate Commerce Commission exercises over the records of railroads, express companies, water carriers, pipe lines, and telegraph and telephone companies, has already been mentioned. Motor carriers were recently added to the list. There is, indeed, strict regulation both by federal and state governments over the records of all business which falls into the public utility classification. Valuation data of all kinds must be considered in the making of fair rates.

Again taxes, particularly the income tax, require the keeping of records upon which the returns are based. According to the Bureau of Internal Revenue (*Regulations 94 Relating to the Income Tax Under the Revenue Act of 1936*, p. 175), "every person subject to tax carrying on the business of producing, manufacturing, purchasing, or selling any commodities or merchandise, except the business of growing and selling products of the soil, shall for the purpose of determining the amount of income which may be subject to the tax keep such permanent books of account or records, including inventories, as are necessary to establish the amount of his gross income and the deductions, credits, and other information required to be shown in an income tax return." Very complete valuation records must be kept if deductions are to be allowed for depreciation and depletion. Again, whether or not the statute of limitations has expired, the government can, if it suspects fraud, require a company to produce records to disprove the suspicions, and, if such records have not been kept, it is the company's misfortune. The new Social Security Act will require more permanent labor records. These are but suggestions. A survey needs to be made of the full extent to which federal and state governments require the keeping of business records and the degree to which this has influenced the record policy of business. Incidentally, also, surveys might be made of business records preserved in federal and state archives.

So far has government gone in its requirements concerning business records that it is conceivable it might go the whole way, in the public's interest, and require that copies of all significant business records be deposited with the government. The public in these days of widespread stockholding has an owner's interest in addition to an interest as laborers or consumers or as participators in the general public

welfare. At various times federal incorporation laws have been brought up in Congress and there is at the present time strong pressure for the passage of such a law. If the government wished, it could make as a condition of such incorporation the sending in of duplicate minutes of stockholders' and directors' meetings, of reports of production and sales, of contracts and franchises, of stock transfer records, of mortgages and loan records, of bank statements and tax returns, and of other records deemed important (which would vary with the business) except executive correspondence which would be difficult to secure. These records could be sent in sealed and by provision of law remain sealed for fifteen or twenty years, unless they should be opened by court mandamus. At one stroke this would make the government the custodian of the business history of the country. Business firms would have to maintain two sets of records but in this age of duplication that would not be a difficult requirement, while the preservation of one set of their records elsewhere might allow them to discard certain office records sooner and thus save in space and equipment. Such a policy would also free business from the fear of record destruction by fire or other cause, and, particularly if certain accounting records were preserved, would result in savings of millions of dollars annually to business.

Whether our business archives are saved by business itself, by libraries and historical societies, or by government there should be, to return to the original theme of this paper, intelligent selection. It would not be difficult to agree upon the record categories that deserve to be retained. Most of the more important records, such as minute books, and contracts, are not bulky, and the camera might be used to handle those that were. The camera should also be used for sampling administrative control records and operative records. For instance, if we wanted future generations to know just how trains were operated, we might film the dispatcher's orders for a week, the trainmen's records for a week, and whatever else might be necessary to complete the picture. The same type of thing could be done for an ocean liner or for a steel mill. To show development or changes in administrative or operative control of a plant, samples of comparable data could be taken at significant intervals.

Meanwhile, the Society of American Archivists might consider some of the responsibilities which in Great Britain have been assumed by the Council for the Preservation of Business Archives, organized in London in 1934. This council has through articles in the press and

contacts with older firms brought about in some degree a greater appreciation of the value of business records. It functions as a center of advice for firms desiring to know how best to care for their old records and, if they wish to give them up, it suggests proper depositories and may carry through the negotiations leading to the transfer of the records to such depositories. The council too, at the office of its secretary, has established a central "Register of Business Archives," consisting of a card index by firm names of collections of business archives, each card containing the known or essential facts concerning a collection. The council plans to prepare trade and locality indexes as an extension of this register, and also keeps a negative register of firms the records of which are known to be no longer in existence. It is planned through printed questionnaires, followed up when called for by personal inspections wherein the particulars are amplified, to conduct both trade and regional surveys of business records. Such special surveys have been made of the records and institutional histories of insurance companies, for example, the results of which it is planned to publish; and similar studies are planned for banks, the colonial produce trades, the chemical and allied industries, and brewing. Also a regional study of ancient business in London and the survival of its records is in progress. The reports of the council state that knowledge concerning business records was "acquired only by diligent application—spontaneous advances from owners of records being the exception rather than the rule." They also note significantly that "among the larger business houses the tendency towards conservation and research is very marked."⁹

The emphasis of the Council for the Preservation of Business Archives has been on the older records and, indeed, that may be the place to start. It is not the place to stop. Plans must be laid now for preserving the records of modern business as well. Through planned sampling and the use of modern technical innovations, such as micro-filming, there exists now, for the first time, an opportunity to bequeath to the future an adequate picture of present ways of living, and that despite the growing complexity of the modern age. However, it can be done only by the setting of considered objectives and by enlisting support so that the objectives are reached. We hear much these days of planning—planning with the land, planning the wise use of

⁹ Council for the Preservation of Business Archives, *Second Report of the Committee* (London, November, 1937), 5.

mineral resources, planning, indeed, a complete economy. A planning just as bold is necessary if the resources stored in the experiences of the past and the present are to be conserved for the future. Such planning is peculiarly a function of the Society of American Archivists even if it must enlist other aid to make its plans come true.⁷

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⁷ Planning of this sort has already occupied the Joint Committee on Materials for Research of the Social Science Research Council and the American Council of Learned Societies. See particularly the *Committee Memorandum on Categories of Materials for Research in the Social Sciences and the Humanities*, prepared by the Subcommittee on Categories of Materials in 1934. This *Memorandum* contains, in a section devoted to materials for research in economics, statements by Thomas P. Martin, N. S. B. Gras, Meredith B. Givens, Anne Bezanson, and others, on business records and their value.

THE ANALYSIS OF COUNTY RECORDS

IN A sense, the public records which occupy a considerable portion of any county courthouse are similar to the contents of a library. Except for the fact that they are usually unprinted, the volumes and file boxes of records, particularly series of volumes such as the deed books, are in many ways analogous to a set of books in a library. A catalogue listing the contents of a library must sometimes go beyond the physical unit such as a book and consider separately the several subjects dealt with in it. To an even greater extent the analysis of the records of a county must rest on a foundation different from the physical containers of records. No conscientious librarian would bind together in a single volume the unrelated materials which may be found in a volume of miscellaneous county records; on the other hand, an item which is clearly recognizable as a record is frequently much less than a volume.

A record may be a sheet of paper with some writing on it, or a single map. In this case a record becomes synonymous with a document. Every item in a volume or file of mortgages is a record, and the container taken as a whole is also a record. Just as "bigger fleas have smaller fleas," the page which constitutes a record may carry a notation which in itself is a record. For example, the law may require that a record of mortgage releases be kept, and the recorder may meet this prescription by making notations of release in the margins of the pages of the mortgage record. These notations constitute a record in the legal sense.

When the problems of a record which is less than a whole volume or less than a page do not arise, there are other difficulties quite as perplexing. In the course of its existence a record may undergo changes of greater or lesser extent. In external appearance its title and labeling may change and its size may vary; it may even be kept in unbound form at one time and in bound form at another. The method of recording may vary, as may the arrangement of contents, the kind and amount of data, and the form in which they are presented.

Most of the changes in any given record are small, but if the record has had a long-continued existence, the sum total of these slight changes is staggering, and impossible to present in brief compass. Obviously they cannot all be shown in the comparatively few lines devoted to such descriptions of record contents as appear in the

entries of the Historical Records Survey inventories. The most that can be done is to give a description which is fairly representative of the majority of entries in the record of recent date. In the case of a few records, particularly property instruments, certain court records, and vital statistics, there is sufficient variation in day-to-day recordings that we can never be entirely certain that the description is accurate except for the few documents which the worker selected as the basis for his description. In most cases, however, the sample will be quite reliable, particularly since it will be checked by some member of the editorial staff who has had legal training.

Marked changes occur much less frequently, through changes in the law or in the recording methods of a given office in a particular place; this type of variation can be shown readily in a condensed entry, as illustrated by the following example from the inventory of the town records of Tremont, Maine:

2. RECORD OF BIRTH, 1848-69, 1892-1909, Mar. 26, 1936—
3 vols. Missing, 1870-85. 1886-91, 1910-36 in Record of Births, Deaths, Intentions of Marriage, Marriages, entry 3.

One vol., 1848-69, contains family records of births, showing names of parents, name of child, date and place of birth. 2 vols., 1892-1909, and Mar. 26, 1936—, show in addition sex, color, and condition of child; birthplaces and residence of parents, occupation of father, no. of children born to this mother, no. living, no. of this child, name and address of person reporting birth, date recorded by town clerk, signature of town clerk. 1936—, occasional corrections entered with births on same forms chronologically by date of deposition, space for name and address of person reporting birth being used for person making deposition. 1 vol., 1848-69, arr. chron. within family units; 2 vols., 1892-1909 and 1936—, arr. chron. 1892—, indexed alph. by name of child; other not indexed. 1848-69, hdw.; 1892—, hdw. on pr. forms. Vols. aver. 170 pp. 12 x 9¼ x ½. Home of t.c.

The quantity of information added or subtracted at various times may be comparatively large, without significantly changing the character of the record.

The variations which a record may undergo introduce other problems besides those of description. How widely may a given record vary from the one of similar type previously maintained and still remain the same series? This is not an academic question, but one which arises constantly in the work of the Historical Records Survey, because it is our intention that, in so far as possible, the series shall constitute the basis of an entry. That is, if part of a particular series

is in volume form and the remainder in file boxes or bundles, we assemble all of them in one entry, since the series, and not a particular kind of container, is the unit. On the other hand, we would not combine in a single entry two or more distinct and physically separate series. Therefore, instances appear almost daily where we must decide whether a particular group of volumes or boxes or both shall be combined in a single entry, because they are parts of the same series, or shall constitute two entries, because they are distinct series. If the change in contents is accompanied by a change in title and a new numbering system, we are likely to give each portion a separate entry, for all evidence indicates that a sharp break was intended. If the title changes and a new labeling appears, but the contents of the record remain unchanged, we set up one entry, indicating therein the variation in title and labeling.

In the early days of the Historical Records Survey, there was a tendency on the part of the workers to consider as a distinct series almost any record which differed noticeably from its predecessor. As a result, it was necessary to caution them that changes in contents and even a considerable gap in the dates of a record might exist without disturbing the continuity of the series. When a similar record serving the same general purpose appears at widely separated intervals, it is sometimes difficult to determine whether the several parts should be considered as distinct. For example, in the following entry from the inventory of the records of Baraga County, Michigan, it is doubtful that the two volumes should have been treated in a single entry:

26. SOLDIERS' DISCHARGE, 1864-65, 1918—. 2 vols.

First volume, 1864-65, contains copies of discharge from Civil War service, showing name of soldier, rank and company, name of commander, date and term of enlistment, date and place of discharge, reason for discharge, place of birth, age, physical description, name of commanding officer and certificate of identity signed by county clerk; one entry of discharge from service in Mexican War. Second volume, 1918—, shows names of members of conscription board, its chairman and secretary, physician and his assistant, appeal agent, chief clerk; also soldier's name, residence, date of discharge or death, certificate of identity, where and when served, length of service, personal history; Arr. chron. 1864-65, no index; 1918—, indexed alph. by name of soldier. Hdw. and typed on pr. forms. 550 pp. 20 x 12 x 2½.

Should these be considered parts of the same series merely because they treat the same subject in relation to two wars? There was no continuity in the record between the periods covered by the two

volumes, and their contents differ to some extent. This is an extreme case, for a record of this kind is not a series in the usual sense; it serves a special purpose for a limited period. In other cases, the record has been continuous but the portion of it which covers intermediate years is lost. Then it must be decided in similar fashion whether the difference in the manner of keeping the record and in its content is insignificant enough to make the fragments parts of the same series.

Even if the dates are unbroken, the general character of the record may change sufficiently in the course of its life to raise a question whether it constitutes one uninterrupted record or two or more distinct records which successively served a similar purpose. The style and scope of recording may vary markedly, although the purpose of the record remains the same. An entry for Duval County, Florida, illustrates this point:

119. TAX ADVERTISEMENT SALE, 1901—. 30 vols. (dated). Copy for advertisement (1901-10), newspaper clipping of advertisement (1911-30), and complete newspaper containing advertisement (1931—) of lands to be sold for unpaid taxes, showing date and place of sale, description of land, and amounts of taxes and costs. Not arr. syst., 1901-30; arr. num. by range no., num. thereunder by twp. no., num. thereunder by sec. no., 1931—; also arr., 1931—, by subdivision, num. thereunder by block no., num. thereunder by lot no. No index. Hdw., 1901-10; pr., 1911—. 50 pp. to 250 pp. 12 x 18 x 1½ to 24 x 24 x 2½. 29 vols., 1901-30, cir. ct. clk. bsmt. va., locked section; 1 vol., 1931—, cir. ct. clk. main va.

In this particular case there is no doubt that, although the record does not look exactly the same at all times, it is the same record. In many instances the situation is not so clear.

Changes from bound to unbound form or the reverse frequently involve alterations in the character of the record which render a decision much more difficult. In the case of concurrent files of original instruments and some kind of record thereof, as, for example, a file of original deeds and the deed record, there is little doubt that the two are distinct. We have always required that each be the subject of a separate entry. However, when one supplants the other, so that the two taken together form the continuous body of data on a particular subject, the matter is not so clear-cut. For example, in many states the earliest birth records were in the nature of a register, but when a uniform system of recording vital statistics was adopted, a file of original or duplicate birth certificates was instituted instead. Although

the purpose of the record is the same in either form, has it remained the same record throughout or are these two separate records, one of which succeeds the other? This type of change, from keeping a record of the register type to preserving the original documents or copies in bound or unbound form, occurs frequently.

Sometimes changes in governmental organization confuse the matter of the continuity of a particular record. This is especially true when a particular subject has been within the province of county government for a long time, but has not always been handled by the same agency. For example, probate cases may be handled by a number of different courts at various times in the life of a county. There may be a separate probate court for a period and then this court may be abolished and the jurisdiction conferred successively on two or more other courts; but irrespective of changes in court structure a docket of probate cases will be kept. Does this docket constitute a single continuous record, regardless of changes in the office of issue, or should the record as kept by each court be considered separate? The law may provide that with each transfer of jurisdiction the records of the parent institution shall become part of the records of the successor.

A similar question arises in regard to the transcripts from the records of a parent county which are usually present, sometimes by legal requirement, in the archives of counties derived from it. Do transcripts of those deeds recorded in the parent county which affect land now located in the new county belong to the same series as the separate deed record of the latter, or shall we consider that there was a fresh start in records with the creation of this county, so that records made during its life are distinct from any others?

In addition to the problems of describing a single record and of deciding whether two items are parts of the same record series, further complications are not infrequently added to the situation, doubling the difficulty of these problems and creating new ones. Many volumes and most file boxes or bundles contain at least two and often as many as several hundred different types of records. The mere attempt to ascertain how many records are included and what kinds is a tremendous task, for they are usually intermingled without any logic and without any segregation of types. If, in addition, one wishes to determine the dates for which each type is present and to describe its individual contents in some detail, the difficulties confronted are almost insuperable. Yet this is what the Historical Records Survey is trying to do. There has been considerable objection to such pro-

cedure from our workers and supervisors, because of the time-consuming nature of this work and because they feel that the "unimportant" character of the material frequently does not warrant such detailed analysis. In fact, our earlier inventories merely summarized the principal types of contents or dismissed them with the phrase "miscellaneous papers"; no attempt was made to mention all of them or to describe any of them. This is unsatisfactory, for these difficult-to-describe miscellaneous collections often contain the records of two or more offices and may be the key to apparent gaps in many records. On careful examination they frequently yield records which we are certain must be present, such as early portions of series now current or records which the law at some time required to be kept but which the present incumbent has never seen. They may conceal many other highly important and interesting items. Therefore we are tending more and more to insist that miscellaneous volumes, file boxes, and bundles be examined with great care and their contents analyzed in detail. As a result, of course, we must insist that the workers inspect individually hundreds of duplicate dog licenses, to make certain that the missing report of a special committee on schools appointed early in the life of the county or some other important item is not also present.

The question of the extent to which miscellaneous material will be examined and its contents listed having been settled, it must also be decided in how much detail the individual types of contents will be described. A particular item in a miscellaneous file may be present in small numbers and may be unimportant, but a detailed description of it may consume more space than similar treatment of records much greater in quantity and significance. Therefore a blanket decision to describe at length every item of content may prove to be unsatisfactory, and it is desirable to establish some basis for discrimination. In the Baraga County inventory, one of our earlier publications, appears the following entry:

78. MISCELLANEOUS FILES, 1875-1929. 1 file box.

Cancelled checks 1887, 1890, 1906; certificates of conviction 1892-1914, 1919; chancery subpoenas 1890-91; election returns 1894-95, 1899, 1901; liquor tax 1875-81; Spur Mountain Iron Mining Company bonds 1-125; annual reports of associations and corporations 1876; instructions from auditor general and attorney general to county treasurer; petition to organize Warm Lake Township, treasurer's certificates 1895-99, 1901; sworn statements of medical practitioners; fire insurance papers for courthouse and furnishings; petition to prevent the throwing

of sawdust, edgings and shingles into Keweenaw Bay; plans, bonds, agreement and bids for construction of courthouse and jail. Arr. chron. No index. 24 x 12 x 12. Basement va.

It is probable that a detailed enumeration of the items of information shown by the insurance policies would require more space than similar information concerning any other record in this box, although it warrants such treatment less than any of them.

It is difficult to set up satisfactory criteria which will determine in all such situations which records shall be described at length and which merely mentioned as being present. The compromise which appears most feasible is to demand that the workers listing the records in the courthouse shall give the dates and titles of all the types of contents in a miscellaneous record, but detailed descriptions only for those required by law or deemed by them or their supervisors to be important for other reasons.

The fact that so many volumes and file boxes contain a number of distinct records introduces also the problem of preventing the submersion of such records by virtue of separateness. In part this problem may be solved by giving full descriptions of miscellaneous records and appending a thorough subject index to the inventory. In cases where the miscellaneous record holds portions of a record which has been kept separately at other times, cross-references may be made from the entry for the separate record to the entry for the miscellaneous record, and the index listing for the specific record refers to two entries. Therefore the usual techniques go a considerable way in solving the problem.

However, the elements combined in a given miscellaneous record do not necessarily remain the same from beginning to end. A record which for a part of its life figures in one combination may at other times comprise a separate set of volumes or file boxes, or may be thrown into one or more combinations. The route by which cross-references or an index would lead the reader to the several parts of the record would be a cumbersome and difficult one, and would necessitate the most intense concentration to correlate obscure items in three or four miscellaneous records in order to reconstruct the complete story of the specific record. A person interested in circuit court judgment rolls for Morrow County, Oregon, would have a comparatively easy task in tracing them through the three following entries:

54. (MISCELLANEOUS PAPERS AND RECORDS), 1885—. 306 boxes (1-306).

Includes articles of incorporation; circuit court judgment rolls to 1920; abstract of land titles; bills and accounts of circuit court cases; county bonds; marks and brands; chattel foreclosures; coroner's reports; dependent children's guardianship; delinquents and their court appearance. Hdw. 10 x 5 x 12. Clerk's A va.

56. (MISCELLANEOUS PAPERS), 1885-93. 1 bundle.

Includes county clerk's statements of assessable property, real and personal; circuit court judgment rolls; voters' lists. Papers filed indiscriminately. No index. Hdw. 3 x 12 x 4. Clerk's B va.

89. (CIRCUIT COURT FILES), 1920—. 10 file boxes (A-J).

Files of all the papers entered in circuit court cases filed with or by the clerk in every case. For index see entry 55. Hdw. 15 x 11½ x 24. Clerk's A va.

For prior records see entries 54, 56.

However, if each of the miscellaneous records had been more complex and the entry for it twice as long, if portions of the judgment roll were in two or three additional miscellaneous combinations, if indeed there had never been a separate file, then even the best index and the most complete cross-references might not prevent the reader from becoming lost in the maze and, in any event, from visualizing the series as a whole.

It is not uncommon for a record to have such a complicated life history, and to handle situations of this kind adequately additional techniques must be employed. A special system of cross-references and "artificial" entries are the methods which have been adopted in the inventories produced by the Historical Records Survey. If a record has been kept separately for a portion of its life, we introduce into the title line of its entry a statement that for specified dates it may be found in another entry or in two or three other entries. The following entry from the inventory for Chatham County, Georgia, illustrates this practice:

217. CRIMINAL MINUTES, 1890—. 21 vols. (1-21). 1782-1890 in Civil Minutes, entry 156.

Minutes of criminal cases and proceedings had before court, showing date, case number, name of defendant, offense charged, verdict of jury, sentence (if found guilty), and names of attorneys, witnesses, sheriff, and prosecuting attorney. Minutes serve as index to entries 219-221. Arr. chron. Indexed alph. by name of defendant. Hdw. thru 1906; typed thereafter. Aver. 550 pp. 20 x 18 x 3. 19 vols., 1890-1932, 1-19, sup. ct. cl.'s bsmt. va.; 2 vols., 1932—, 20, 21, sup. ct. cl.'s 1st fl. va.

In the description of a record which contains portions of another record, a notation to that effect is made and a cross-reference given to the entry in which the latter is described. An example is the sister-entry to the one immediately above:

156. CIVIL MINUTES, 1782—. 133 vols. (1-130, and 3 odd vols. not labeled). Title varies: Minutes, 1782-1902, 77 vols. (1-74, and 3 odd vols.).

Minutes of all civil proceedings, business, and cases had before court, showing name and nature of case or business date and disposition thereof. Volumes 1-53 also contain: Criminal Minutes, 1782-1890, entry 217. Arr. chron. Indexed alph. by names of plaintiff and defendant. Hdw. to 1905; typed thereafter. Aver. 400 pp. 20 x 15 x 4. Vols. 1-109 and 3 odd vols., 1782-1924, in sup. ct. cl.'s bsmt. va.; 21 vols., 1924—, 110-130, sup. ct. cl.'s 1st. fl. va.

The cross-reference in the body of an entry like entry 156 above might have been to an "artificial" entry. That is, if the Criminal Minutes or any other distinct record has never been kept separately, but has always been submerged in one or more other records, it might be the subject of an entry such as the following, which describes a record of Washington County, Ohio.

99. (RELIGIOUS SOCIETIES), 1820-30. In Marriage Record, entry 293.

Record of organization of religious societies showing name of sect, date of organization, and names of official members.

Another instance is the following in the inventory for Denton County, Texas:

183. RECEIVER'S OATH AND BOND, 1877—. 1877-1905, 1933— in Civil Suit Files, entry 173; 1906-32 in Bonds, entry 179.

Original bonds made by receivers of businesses appointed by court, to insure faithful performance of duties, showing name of receiver, names of sureties, date and amount of bond, and expiration date.

The fact that a detailed description for such a "contained" item may be given in a distinct entry of this kind also helps to unburden the entry for the miscellaneous record which contains it and which would reach gigantic proportions if all its varied contents were described as fully in a single entry. Furthermore, since artificial entries detach separate records from their accidental resting places, it enables us to place the entry for any given record under the proper office or subject heading.

Since we have not made the employment of these cross-reference

and artificial-entry techniques a rigid requirement, they are used to varying degrees in different states. Some states have not chosen to adopt them, because of their complicated character, or because the listing of the records in the county courthouses had not included a sufficiently detailed analysis of mixed records to make this type of breakdown feasible. The latter consideration affects all states, particularly as regards listing done early in the life of the Survey, for it is obvious that a thoroughgoing use of this system requires a complete description of every record within a mixed or miscellaneous volume or file. The difficulties involved in such an attack upon miscellaneous records have been discussed above.

Aside from these practical considerations, however, there are serious problems of definition. If an artificial entry is to be made for each distinct record which is contained in another, a completely workable definition of what constitutes a distinct record must be devised. A clue to some of the difficulties which arise in framing such a definition was given at the beginning of this paper, when mention was made of the fact that the legal requirement for keeping a particular record may be met in a manner far short of maintaining a separate book or file. Notations, regardless of their form or where they are made, in some cases become a record in the eyes of the law, but should they be considered a separate record deserving of an artificial entry? The county treasurer may be ordered by law to keep a record showing collections for licenses. Shall the additional column which he rules off in his cashbook satisfy our definition of a separate record as it does the law's? If not, then we cannot use as our principal criterion in determining separateness the existence of legal provision for the record, and we must adopt some definition which will clearly exclude such items as these. Obviously we cannot return to physical separability as the determining factor, for in many cases there is no doubt that items which cannot be physically detached are separate records.

The reverse of this situation presents just as many difficulties. Not all the physically separable items in a miscellaneous volume or file are actually separate records, and two clearly distinguishable types of papers may constitute a single record. The fact that they are readily separable cannot be conclusive evidence to the contrary. For example, the case files which will be found in any court clerk's office might conceivably be considered merely a miscellaneous file, composed of a number of separate records indiscriminately mingled together, such as writs of various kinds, orders, and so on. It would be a compara-

tively easy matter to go through such a file and segregate the depositions, the writs of attachment, the subpoenas, and the other kinds of documents. It is clear, however, that to consider each type of document found in such a file as a separate record would distort its relation to the whole; it would obscure the purpose of the record, the fact that the basic unit in this record is not the document, but the envelope or folder devoted to each case.

Certain other distinct items must be recorded or filed together to make up a single record, and the purpose they serve would be denied if they were considered separate. Yet if recorded or filed alone, the same item might be clearly a separate record. For example, if health certificates must be filed by applicants for marriage licenses together with their applications, it would be incorrect to consider this a mixed file combining two distinct records, health certificates and marriage applications. If found in a separate file box or even in a genuinely miscellaneous file, however, health certificates would unquestionably constitute a distinct record.

Thus the two most obvious tests of separateness, legal requirement and physical separability, must be modified if they are to determine when we shall make artificial entries. Although we have not yet been able to furnish our state staffs with a completely satisfactory definition of a separate record, we have recognized that in some instances they are carrying the artificial-entry technique too far, using it to isolate the different subjects of a single record, and we have attempted to correct these tendencies. Some of them broke down case files in the manner discussed above and which is illustrated by the following entry from the Denton County, Texas, inventory, which was published in August, 1937:

288. CIVIL CASES, 1875—. 10 cabinet drawers and 77 file boxes. Transcripts of judgments, subpoenas, citations, depositions, bills of cost, appeal bonds, motions for new trial, petitions, answers, witness attendance, special charges, motions, and all other papers filed in civil cases in county court. Contains: Garnishments, 1875-79, 1881—, entry 289; Writs of Attachment, entry 290; Writs of Sequestration, entry 291; Writ of Certiorari, entry 292; Writ of Error, 1925—, entry 293; Certiorari Bonds, entry 295; Supersedeas Bond, entry 296; Writ of Error Bonds, entry 297; Cost Bonds, entry 298; Petitions, Civil Cases, entry 303; Pleadings, entry 304; Transcripts, Civil, 1907—, entry 305. Filed numer. by case no. No index. Drawers, 28 x 4½ x 20; file boxes, 10 x 5 x 13½. 10 cabinet drawers, 1875-1910, C.C. vault; 77 file boxes, 1894—, C.C. office.

In particular, there was a tendency to analyze excessively the minutes of the county commissioners or board of supervisors and to consider notations on each subject which appeared regularly as a separate record. An entry from the inventory for Pend Oreille County, Washington, published only a month later than the one just cited, illustrates this practice:

1. COMMISSIONERS' JOURNAL, 1865—. 4 vols. (A, 1-3).

Record of proceedings in meetings of the board of county commissioners, including: Approval of Road Petitions, entry 3; General Public Works Petitions, entry 6; Rejection of Road Petitions, entry 5; Tax Levies to Pay County expenses, entry 2; and the settlement of any other county business. Arr. chron. Indexed alph. by names of persons involved and subjects discussed; for index to road records, see Engineer's Road Record Index, entry 351. Typed. Vols. aver. 600 pp. 18 x 12 x 3. Aud. va.

We have since made it clear to our editorial staffs that items which are merely part of the ordinary business transacted by the commissioners and which appear in their minutes for that reason should not be broken down into artificial entries. In some cases, of course, the minute books are actually a catchall for a number of records entirely distinct from the regular minutes of proceedings.

On the one hand, therefore, our system of cross-references and artificial entries runs up against a fundamental problem in any attempt to analyze records, that of defining a record. On the other hand, it also encounters the problem of determining how much divergence there may be between complementary portions of a record before they cease being parts of the same series and become two separate records. We have discussed this latter problem above as it affects the decision to combine materials in a single entry or to make each the subject of a separate entry; but it creates just as many problems in the matter of title line cross-references.

As indicated above, if a record has been the subject of a separate set of volumes or file boxes only for a limited portion of its existence, and for the remainder of its life has been combined with other records, the entry for the separate portion would show in its title line where the record may be found for other dates. Thus we enable the reader to trace a given record series through its various guises from its beginning to its end, by leading him directly from the entry for the separate portion to all the other parts of the same series, no matter within how many other records it has been kept. The object of the system is to have one of our entries cover a complete record series, and thus to

free our inventories from the haphazard methods by which county officials may have kept their records. The title line cross-reference system serves an entirely different purpose from cross-references to material which is merely related in subject; the latter type of guidance we give by cross-references in a third paragraph appended to the entry or cross-references between subject headings. The first system serves an archival purpose, the second a topical purpose.

Therefore, before we can determine whether the cross-reference shall be placed in the title line or the third paragraph of the entry, we must decide whether the material to which we are referring is the same record as the portion which has been kept separately, or is merely a similar record which precedes, supplements, or supplants it. Although it is difficult to decide this point when the entire record is physically separate, it is much more difficult when the complicating factor of combination with other records is introduced.

If the official merely decides that a particular instrument is not presented for recording often enough to warrant the use of separate books or containers for it, and that henceforth he will enter it in the same volume or file it in the same box with some other record, the case is clear-cut; the record has changed only in physical form, but has not lost its separate identity. This is obviously a case for a title line cross-reference. The same would of course be true if the record was small in quantity in its early days and was therefore entered in a miscellaneous record, but later increased sufficiently so that a separate container was devoted to it.

Frequently, the situation is not so simple. The official may decide that the separate record entails unnecessary labor or that it is partly a duplication of some other record. If he revises the printed form which he uses for the latter to include most of the information previously contained in the separate record, or if he rearranges the columns in a ledger, perhaps adding one or two, to present approximately the same data, may we consider the formerly separate record as contained in the other after the end of its physically separate existence? If so, we are justified in making a title line cross-reference in the entry for the separate portion of the record. A simple illustration may present the problem more clearly. The recorder of a given county, required by law to keep a fee book, has kept it separately until 1925, when he decides that by merely adding to each entry in his reception book the amount of fee collected and the name of the payer, he will obtain the same results, since the reception book already shows

the date, nature of the instrument, and the other items of information which had appeared in the fee book, though not in the same order. Can it be said that the fee book is contained in the reception book after 1925, so that a title line cross-reference may be made in the entry for the former; or has the fee book ceased to exist; are we justified only in making a third paragraph cross-reference from its entry to that of the reception book on the ground that the latter merely contains similar information after 1925? In the legal sense, this recorder is still keeping a fee book. Here we have the old question of the amount of change which a record may undergo without ceasing to be the same record, plus the other point that a given item may meet the legal requirement for keeping a particular record without always satisfying the archivist's idea of a record.

The example just cited is less disputable than many, for the fee record remains distinguishable. Many cases present far greater difficulty, however. Take an instance of two records formerly kept separately in Scott County, Illinois:

49. TAX JUDGMENT RECORD, 1840-79. 3 v. Missing: 1848-63. 1880—in Tax Judgment, Sale, Redemption, and Forfeiture Record, entry 48.

Record of tax judgments, showing term date, in whose name assessed, legal description, tax spread, total tax, costs, and total amount due. Arr. by sec., town, and range. No index. 1839-47, hdw.; 1864-79, hdw. under pr. hdgs. 300 p. 18 x 12 x 2. Co. clk.'s vlt., 1st fl.

50. TAX SALE RECORD, 1841-79. 3 v. (A-C). 1880—in Tax Judgment, Sale, Redemption, and Forfeiture Record, entry 48.

Record of tax sales and redemptions showing legal description of property, to whom sold, value, amount of taxes and costs due, date and amount of sale, by whom redeemed, and date and amount of redemption. Arr. by sec., town, and range. No index. 1840-47, hdw.; 1848-79, hdw. under pr. hdgs. 300 p. 18 x 12 x 2. Co. clk.'s vlt., 1st fl.

These two records were combined after 1879.

48. TAX JUDGMENT, SALE, REDEMPTION, AND FORFEITURE RECORD, 1880—. 3 v. (1 not lettered, G, H).

List of lands and lots forfeited for taxes, showing name and residence of owner, date, location and legal description of property, amount due, petition and court order for sale, by whom redeemed, date, and amount paid. This record is a combination of Tax Judgment Record and Tax Sale Record formerly kept separately, entries 49 and 50. Arr. by sec., town, and range. No index. Hdw. under pr. hdgs. 300 p. 18 x 12 x 2. Co. clk.'s vlt., 1st fl.

Not only the number and sequence of items formerly shown by each record has changed, but even the character of those items has changed somewhat, for the joint record requires a slightly different approach to the matter in hand from that entailed by two separate ones. The combined record is a continuation of the two, and it presents approximately the same data. Yet to justify the title line cross-references used in entries 49 and 50, it must be said that entry 48 describes a mixture rather than a compound, chemically speaking; that the two separate records continue to exist, though no longer in separate volumes. If, on the other hand, the combination goes beyond the amount of alteration which a record may undergo without changing its identity, if the combined record supplants rather than perpetuates the two separate ones, then these three entries represent an abuse of our title line cross-reference system and should have been linked together only as records related in subject matter. However, until we can with precision define a record series in all its aspects, we have no satisfactory basis for outlawing this particular use of the system and permitting others where the situation differs only by a slight margin.

Our attack upon the problem of record analysis, in terms of entries, title line cross-references, and artificial entries, is admittedly imperfect. Some of the difficulties we encounter are inherent in our system, but others are logical problems which reside in the records themselves and would tax any method of analysis. Perhaps our system attempts to reduce to geometrically sharp terms certain matters in which qualitative elements figure too largely to be disregarded. Nevertheless, we believe it is a step in the right direction, for it is at least an attempt to produce a real inventory of records, rather than an inventory of volumes and file boxes. Moreover, its use has directed attention to the need for further study of certain archival terms and the formulation of clear and inclusive definitions of them.

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INDIANA ARCHIVES

THE history of the public records of the state of Indiana doubtless parallels that of most state organizations in the generation following the War of 1812. The territorial and state records, almost down to the present, were the responsibility of the departments in which they originated or which were charged by law with their care.

The preservation of these records was jeopardized by not less than two changes of the seat of government and additional changes of the capitol buildings. The territorial capital, from 1800-1813, was Vincennes. There the mansion of William Henry Harrison, first territorial governor (1801-1813), was not erected until 1804-1806. Prior to that the governor lived in the house of Colonel Francis Vigo. The Legislative Hall (still standing after several movings) is thought to have been built about 1805. Prior to that, and at times afterward, the territorial assembly met in rented quarters.

When Corydon was made the territorial capital (1813) the Harrison County Courthouse, which was to be used as the capitol, was not completed. Upon its completion, it served this purpose until 1825. In that year the seat of state government was moved to Indianapolis, a site in the wilderness near the center of the state, chosen by a commission and donated by the United States. Here the various parts of the state government were "strays" until the completion of the first Indianapolis capitol in 1835. This building was replaced on the same site by the present monumental structure begun in 1878 and completed in 1888.

The old adage that three moves are equivalent to one fire is true in the case of Indiana's public records. It is certain, also, that various officers of the state at different times showed little appreciation of the importance of preserving public documents and little discrimination in their care. A few illustrations suffice as a bare hint of resultant gaps.

Of the journals of the territorial legislative assemblies, the state now has in its possession only the house journals of two sessions of one of the five assemblies. The journals of five of the ten sessions of the House of Representatives and of one of the same number of sessions of the Legislative Council were for long in a private collection but were recently given to a university library, which, it is hoped, will return them to their rightful custodian. As only part of the journals, and these incomplete, were printed (in the Vincennes *Western Sun*), there is no known existing record of a considerable

part of the proceedings of the territorial assemblies. The discovery of at least some of the missing journals seems remote in view of a report made by a committee of the House of Representatives in the first session after the state was admitted into the Union: appointed to examine the accounts of the auditor and the treasurer, it reported that it was disappointed, on examining the legislative papers which lay jumbled together in a trunk without a lock, to find that the journals of 1810 which contained the investigations of that subject by a committee appointed at that session, were missing.¹

One of the two enrolled copies of the state Constitution of 1816, apparently the one from which the first printed copies were made, was missing many years. When purchased recently from a private collection by the Indiana Historical Society, it was found that there were a number of deviations from the official copy in the office of the secretary of state. The greatest deviation, to which, however, too much significance must not be attached, is that the recovered copy omits the word "honesty," which the secretary of state's copy gives as one of the objects of legislation by the General Assembly.

Another sad commentary is the report of John B. Dillon, state librarian, in 1845: "It is, perhaps, proper to report, that confused masses of books and papers belonging to the State of Indiana, and consisting, principally, of manuscripts and printed documents, relating to the legislative and executive proceedings of the State Government, are lying in the garret of the large building on the lot known as the Governor's Circle."² A more recent gap in official state records is the absence of any record of a special session of the Senate held in 1927 to hear and act upon the impeachment of a judge of the Circuit Court.

The plan of concentrating official state records (not in active use) under the care of an office especially intrusted with this duty was broached in the report of the state librarian in 1903-1904. For the story of its development, I am indebted to Miss Esther U. McNitt, chief of the Indiana Division of the State Library. In that report an appeal was made for the establishment of a department of archives in the library.³ Without any provision to speak of by the legislature, the Library Board in 1906 appointed Professor Harlow Lindley, of Earlham College, on a part-time basis, to organize a department

¹ *House Journal*, 1816-1817, pp. 72-73.

² *Documentary Journal*, 1845-1846, part II, doc. no. 2, p. 14.

³ *Indiana State Library, Biennial Report*, 1903-1904, pp. 16-17.

of Indiana archives and history in the library, then in the State House. The intention was to collect historical material, including private manuscripts, as well as official records, and to list such material in the state departments and in private possession. In the summer of 1907, work was begun by an examination of the records in some of the departments in the State House. This eventuated in a "Report on the Archives of the State of Indiana," published in the eleventh "Report of the Public Archives Commission." This lists, briefly, the documents in the offices of the governor, the secretary of state, auditor of state, clerk of the Supreme Court, treasurer of state, state superintendent of public instruction, adjutant general, state charities board, and library.

The report of the state librarian, 1909-1910, contained the recommendation that a permanent place be provided for the records of the state no longer in active use.⁴ An act, approved March 6, 1913, established officially in the State Library a department of Indiana history and archives, and intrusted to it the care and custody of such archives as might come into the possession of the library. The act also authorized state, county, and other officials at their discretion to turn over to it any official tax records, documents, original papers, newspaper files, and printed books not in current use.⁵

The library before this had possession of some archives; many small additions were received from time to time as storage rooms in the State House basement were occupied for office space or for current records. Some material also was purchased from outside the state. Two large collections came to the library in the period of the World War. In 1918 over two hundred bound volumes and several thousand manuscripts relating to the Civil War were recovered from the office of the adjutant general. In 1919, and later, records of almost all the state and many local agencies engaged in work in connection with the World War, including the complete files of the office of the State Council of Defense, were added. In the latter collection the library was aided by the Indiana Historical Commission which had been created in 1915 (the state celebrated its centennial in 1916), and which, at the request of the governor, devoted itself largely to collecting and compiling material upon Indiana in the World War. By 1933 the library had accumulated about two thousand bound volumes

⁴ American Historical Association, *Annual Report*, 1910, pp. 315-330.

⁵ *Biennial Report*, 1909-1910, p. 16.

⁶ *Laws of Indiana* [also cited as *Acts*], 1913, pp. 303-304.

of archives and several hundred thousand manuscripts. The volumes were catalogued as was other library material, and the manuscripts were treated as were manuscripts from private sources; in some cases, however, they had necessarily been left in storage.

The desperate need for space and for the administration of archives was one of the most important factors in securing an appropriation, or rather, a tax levy for a library and historical building. The General Assembly finally passed an act, approved March 9, 1929, levying a tax for each of the years 1929 and 1930, of one-half of one cent, and for the year 1931, of one cent, on each one hundred dollars of tangible property in the state of Indiana. The act also appointed a commission to acquire land in Indianapolis, and to "erect thereon a state library and historical building which will be suitable and adequate to house the state library and the historical bureau and to house and care for the archives and other public records of the state."¹ Approximately one million dollars (including payment to date on delinquent taxes for the years specified) has been raised from the tax levy. A quarter block was purchased west of the State House, at the southeast corner of Senate Avenue and Ohio Street, and plans for the building were adopted by architectural competition.

The State Library and Historical Building was dedicated December 5, 1934. The building had been occupied some months before the dedication, some parts as early as June, 1933. Under the law the dedication automatically terminated the building commission and put the building under the state Division of Buildings and Grounds. The building is approximately 172 feet wide and 168 feet deep. The exterior is finished in Indiana limestone and the interior woodwork in walnut. The outside portion consists of a basement and three floors. The core of the building is the main bookstack in seven tiers, to which four additional tiers can be added.

Though planned solely for the State Library, including the archives, and the Historical Bureau, as the building approached completion pressure for office space for both old and new departments of the state led to other offices being given space in the building. The Supreme and Appellate courts were the first claimants, but fortunately were persuaded to remain in the State House. The Department of Conservation was finally allotted by the governor a little more than half of the top floor, part of the second floor, and about a quarter of the basement, this last at the expense of the archives.

¹ *Laws of Indiana*, 1929, p. 213. The act covers pp. 210-219.

The archives, at present, have an office and reading room on the ground floor 59 feet 9 inches by 31 feet; a stack room north of the main stacks 83 feet 10 inches by 29 feet, containing two levels; also on the ground floor a vault in the interior 44 feet 6 inches by 22 feet; and two sides of the basement, one approximately 170 feet long by 33 feet, the other 68 feet by 34 feet. Undoubtedly, within two or three years at the most, this space will be inadequate.

Prior to 1933 the staff of the State Library had been chosen by a Library and Historical Board. By the State Executive-Administrative Act, popularly known as the Reorganization Act, the governor was vested with the appointment and commissioning of "each and every officer, employee or servant of the executive including the administrative department." The act provided that with five exceptions "the tenure of office, employment or service of each and every officer, employee or servant of the executive including the administrative department shall continue at the pleasure and discretion of the governor." Under this act all state officers and employees outside of the legislative and judicial departments, with the exception of elective officers and one deputy each, are appointed directly by the governor. The governor was also authorized and empowered to assign, reassign, transfer and retransfer all administrative powers, duties, and functions to one or more of the eight departments (subsequently nine) into which the executive and administrative departments of the state were reorganized by the law and by executive orders.¹ The State Library, including the archives, by executive order, was put into the Department of Education, of which the state superintendent of public instruction, an elected officer, is the chief administrative officer.

Shortly after the act was passed, two appointees were added successively and temporarily to the Division of Indiana History and Archives. Afterward, while the library was still in the State House, an "archivist" was appointed, Samuel J. Kagan. The collection of newspapers published after 1845 was also put in his care. Being without training for, or experience in, either library or archival work, the first "archivist" had to experiment in the placing of the archives in the Library and Historical Building. An assistant was appointed, and early in 1934 a large number of workers were assigned from the Civil Works Administration and the Federal Emergency Relief Administration to the archives. A large number of relief workers have been assigned to the archives under the subsequent relief adminis-

¹ *Laws of Indiana*, 1933, pp. 7-17.

trations. At present (September, 1938) nineteen men and women are working on Works Progress Administration projects wholly in the archives, and a number of others are working in connection with the division.

In January, 1936, the archives were made a separate division of the State Library with Edward A. Chapman, assistant to the director of the library, as chief. Shortly thereafter the "archivist" became state director of the WPA Historical Records Survey, and H. Reid Nation was appointed assistant archivist under the chief. Meanwhile, one other member of the library staff was assigned to the archivist. In February of this year Mr. Chapman became library consultant in the professional or "white collar" division of the WPA at Washington and Mr. Nation became acting chief of the Division of Archives. Thus, at present, the administration is in the hands of an acting chief, an assistant, and a group of WPA workers.

The Division of Archives, as has been said, also has charge of the newspapers subsequent to 1845 and of newspapers currently received. For storage of these newspapers there is a large room fitted with roller shelves, which, however, is unfortunately situated over the building machinery and so far is inevitably superheated.

The receipt of archives from the various departments of state, including the judiciary and legislature, was until 1935 left entirely to the volition and discretion of the various departments and of the State Library. That year an act was passed, approved March 11, creating a Commission on Public Records. It consists ex officio of the governor, the secretary of state, the state examiner of the State Board of Accounts, the director of the State Library, and the director of the Historical Bureau, the director of the State Library being secretary. The commission has the sole authority to authorize and direct the transfer of public records to the Division of Archives, and the sole authority to authorize the destruction of public records, records which it decides have no apparent official or historical value. No records may be removed from any office until a period of at least three years shall have elapsed from the date on which such records were filed, nor after that time if records are in frequent use by the officer having charge of such office.⁹ The commission has given serious attention to its duties. On the whole, it has lessened the flow of papers into the Division of Archives. It has also prevented the destruction of

⁹ *Laws of Indiana*, 1935, pp. 1035-1037.

groups of records which were customarily discarded in times past. It has enabled several departments, however, to save space in their offices and storerooms and has saved space in the archives by authorizing the destruction of records of no value which conscientious officials had been preserving. The commission is an integral and necessary part of the archival system in Indiana.

The usage of the Division of Archives is to include in its custody printed matter in all cases in which that matter is an integral part of the office record. This is frequently stretched to include more or less fugitive matter for which there is no more appropriate place in the library.

No effort has been made to collect in the state Division of Archives records of counties and other local units of government. Indeed, the division has been compelled, both by lack of space and by its limited personnel, to discourage the offer of, and to decline to accept such material. A very few exceptions have been made to this rule and those only in cases where material of value would otherwise certainly be destroyed. However, the WPA Historical Records Survey, in 1935, secured authorization and funds for microfilming part of the county records in some of the older counties of the state. By contract with a firm doing this work, at an expense of two thousand dollars it secured films of two hundred thousand pages of early county records. These remain the property of the project until its termination, but are permanently deposited in the Division of Archives of the State Library.

An act of the legislature, approved March 9, 1937, authorizes the director of the State Library to make a copy by photography, or by any other way, "of any official book, record, document, original paper, newspaper, or printed book or material in any county, city, or other public office, for preservation in the state archives. County, city and other officials shall permit such copies to be made of the books, records, documents and papers in their respective offices."¹⁰ No appropriation has been made for that purpose, and additions are not at present being made to the films taken by the Historical Records Survey. The occasion for the passage of the act making it mandatory for county, city, and other officials to permit the State Library to make copies of their records was the refusal of the recorder in one of the county seats along the Ohio River to allow the Historical Records

¹⁰ *Laws of Indiana*, 1937, p. 878.

Survey to photograph even the early deed books of the county, on the specious contention that copies in the State Library would deprive local abstract companies of part of their business. As it happened, the Ohio River flood the following winter not only gave an enhanced appreciation of the value of the films made by the Survey, but also brought home the danger of not having copies of public records preserved separately from the records themselves.

The limited equipment of the division includes a microfilming camera and a projector for microfilms. The library extends to the Division of Archives the use of its photostat. A humidifier and home-made press about complete the list of apparatus now on hand.

The growth of the archives collections has been relatively rapid, and state officials have been more than willing to give such aid as they have been able toward the preservation of their records. Because of the frequency of changes in the collections, it has been found impossible to keep an accurate inventory of all items in the custody of the division. However, at present there are a little more than eleven thousand bound volumes of records deposited in the Division of Archives. According to their bulk, the classifications of records amount to following percentages.

Executive Department ¹¹	12%
Treasury Department	12%
Audit	36%
State Department	4%
Education	4%
Legislative Records	8%
Supreme and Appellate Courts	8%
All others	16%

The relatively high percentage of records from the Department of Audit and Control can be explained by the fact that the Insurance Division, a unit of that department, keeps very voluminous bound records. The percentage of Department of State records is low because very few records from that department have been turned over to the archives. The transfer in March of this year from the office of the adjutant general (in the Executive Department) to the Divi-

¹¹ The "Executive Department," as one of the eight departments of "the executive including the administrative department of the State of Indiana," includes not only the governor's office (the executive office), but a group of large and important offices, divisions, and commissions. The usage is frequently confusing.

sion of Archives of the military records of Indiana's soldiers involves one of the largest tasks recently assumed by the division. Besides the magnitude of the material, the custody of these records involves frequent making out of certified copies of service and the adjustment of cases in which service records are to be found.

The unbound records are kept in various types of containers but mostly in steel, legal size, vertical cases. There are more than two thousand of these containers which are filled with records in the following proportions.

Executive Records	20.8%
Treasury Department	9.8%
Audit	20.8%
State Department	10.8%
Education	18.8%
Legislative Records	3.3%
All others	15.7%

In addition to these there is a group of special files which holds twenty-three thousand transcripts of cases in the Supreme and Appellate courts. The stacks and files of the Division of Archives occupy about one-fifth or one-sixth of the storage space in the Indiana State Library and Historical Building. The arrangement of the filing cases on the floor space available leaves room for expansion as the collections grow. The Indiana state offices have shown a marked drift away from the bound types of records. With a few notable exceptions, bound volumes are no longer used for record preservation.

One of the many difficult problems before the Division of Archives is the preservation and use of copies of letters. In almost all state offices carbon copies of correspondence are made on cheap and fragile paper. The life of these copies is not much, if any, longer than that of the wood-pulp paper now used in newspapers. Efforts to secure the use of more permanent material for copies of letters sent from state offices thus far have not met with success. It seems probable that in the more or less distant future files of correspondence in the archives may consist of little useable material other than letters received.

The destruction of records, under the direction of the Commission on Public Records, is accomplished either by their sale as waste paper or by burning, as agreed upon by the commission and the office concerned. An incinerator in the State Library and Historical Building

is the only convenient place for burning papers. Its use, however, has caused protests from the other state offices and from other buildings in the neighborhood. The drift, therefore, is toward removal of discarded records by sale.

Much might be written on the question of the justification and the extent of the destruction of public records. The decision of the Commission on Public Records is based on considerations, some of which are indisputable, while others are a matter of difficult judgment. Limitations of space and staff make it utterly impossible to preserve all the papers from all the state offices. Even if it were possible, the care of valueless material would interfere with the care and the use of valuable material. It is obvious that some public records, such as duplicates of papers in the same or separate offices, temporary records which have been copied in permanent form, and extra blank forms, are of no value. The tendency of the commission thus far has been to preserve all correspondence of whatever nature, to preserve all records of financial transactions (the Board of Accounts requires the preservation of canceled checks), and in general to err on the side of preserving valueless material rather than of destroying anything of possible use. It has been very liberal in interpreting the phrase "of historical value" in the act creating it; it has given as much weight to historical as to official value.

While the establishment of the Division of Archives of the State Library with suitable space in a "fireproof" building and the work of the Commission on Public Records have made a great improvement in the preservation and care of records in the possession of the state, there is need of provision for a recovery of lost papers and for personal canvass of state offices which have not yet been reached by the archival movement. It will be noticed that the Division of Archives has remained essentially passive; as it is, it affords an opportunity for preserving records and making them available, but it has not had the means either to give intelligent direction except when called upon or to search for records whose whereabouts, if they have not been destroyed, is unknown. The creation of special commissions and offices of comparatively short life has been a frequent occurrence. Not a few of these have left no records in any public office. It is reasonable to expect that this will not be the case in the future. A diligent search ought to be made for such losses and other losses of state papers in the past.

The most important recovery of state papers came about through the activities of the Federal Archives Survey of another state. Under the direction of Dr. Russell H. Anderson, the project in Illinois unearthed—the phrase can be understood literally—in the United States courthouse building in Chicago, formerly the post office building also, a large collection of the papers of Oliver P. Morton, Indiana's Civil War governor, together with papers from a few earlier governors. The material is described in two articles by Harvey Wish in the *Indiana Magazine of History*, under the title "New Indiana Archival Documents."¹² In the course of time through the courtesy of the National Archives, the Works Progress Administration, and the clerk of the United States Circuit Court in Chicago, these papers were delivered to the Division of Archives and duly filed.

The organization of archival material is based first upon the division of the state government into three departments: executive including administrative, legislative, and judiciary; and second, upon the organization of the first of these departments in the State Executive-Administrative Act which became effective February 3, 1933. The act and ensuing executive order (April 15, 1933) put all the state offices, outside the legislative department and the judiciary, into eight groups, technically called departments. The offices, or units of administration, are technically called divisions, but many have the legal name of commission, board, or bureau, and some are called by the office alone, as the State Library and State Superintendent of Public Instruction. In the classification scheme, subdivisions of these divisions, etc., are called bureaus. However, as is apparent, no uniform usage is followed and there is considerable confusion in the use of each of the terms. There has even been occasional question as to what the legal title of some of the state offices now is.

The eight main departments in the State Executive-Administrative Act were: Executive Department, Department of State, Department of Audit and Control, Department of Treasury, Department of Law, Department of Education, and Department of Commerce and Industry. To these a ninth, under the name Department of Public Welfare, was added by the special session of the General Assembly in 1936.¹³ There have been a few changes in the allocation of offices to

¹² *Indiana Magazine of History*, xxxii, no. 4 (December, 1936), 360-369; xxxiii, no. 1 (March, 1937), 62-74.

¹³ *Laws of Indiana* (special session), 1936, pp. 12-80.

these departments and details of organization each year are given in the *Year Book* of the state of Indiana. In such cases the Division of Archives in general adheres to the arrangement made in 1933¹⁴ in placing its archival material. Material originating in offices no longer in existence in 1933 and not continued in other offices is grouped, so far as possible, under the department which most closely embraces the functions of the discontinued offices. Records which cannot be thus placed are put in a separate group distinct from the nine departments.

In the organization of the archives, the division consulted and received invaluable assistance from Miss Margaret C. Norton, superintendent of the archives of the state of Illinois. Lack of experience in archival procedure on the part of those who organized the Indiana archives made the help which Miss Norton freely gave indispensable. It must be stated, however, that Miss Norton is not to be held responsible for any of the procedures followed across the state line.

The first system developed for locating records so as to make them available for call, was an inventory shelf list on loose sheets which describes the material and gives its location by stack level, range number, shelf number, or filing case. It is of course difficult to keep the inventory shelf list up-to-date in any rapidly growing collection, and it is cumbersome. The task of cataloguing the archives has been begun; for a number of reasons it has proceeded intermittently. Many of the records were in a deplorable condition when transferred to the Division of Archives. A large portion of them were bundled together with no attempt at an orderly arrangement. In many cases, instead of restoring the original file system or reconstructing it, new file systems had to be arranged, and expediency was necessarily the major point. That is, the system has been adopted which will enable the division to produce a record when it is needed even though the result in the files may appear illogical upon casual inspection. In adopting a system or systems of filing and cataloguing which seems to be dictated by the material involved rather than by following rules used in older and well-established archives, there was not only considerable risk, but decided tribulation. The staff has been agreeably surprised and even amazed in discovering that in basic and important items the Indiana catalogue to a considerable extent duplicates that being developed in the National Archives.

¹⁴ Archives of offices transferred from other departments to the Department of Public Welfare, when that was created, are continued in their earlier connection unless there is such a break of continuity in the types of records as to call for a new group of files.

The collection of records from the Department of Education is the only one which has been catalogued in its entirety. The call numbers adopted are not descriptive of the contents as in the usual library system, but are intended merely as "find numbers" and serve to aid in locating and refiling documents. The first line of any call number is an alphabetical abbreviation of the department in which the record originated. The second line indicates division within the department. The numbers after the decimal point show the general character of the records—whether correspondence, financial accounts, minutes, or other forms of records. The third line of any call number is the date of the earliest entry or the earliest sheet in the main body of the record. In the case of a series of volumes under the same title, there may be a fourth line which is a volume indication.

In December of 1936 the task of compiling an index to personal names appearing in state records prior to 1851 was begun. Because clerical assistance for this work has been supplied by the Works Progress Administration, it has been possible to carry it forward much more rapidly than was at first hoped. This index is now practically complete and will be made available for the use of the public this autumn. There are about 150 omissions of names due to the illegibility of the script. There are more than 120,000 individuals named in the index, and there are about 660,000 entries. Every effort has been made to prevent errors; although in any such task mistakes will find their way through the checking processes, it is believed that errors amount to less than three per thousand entries. Unlike other indexes compiled for the same purpose, this index gives no information concerning the individuals whose names appear save the record and page upon which their names occur. This type is easier to compile and presents fewer opportunities for mistakes than does the index which calendars the name references in documents. In addition, investigators always wish to see the original record, so that time and labor spent in calendaring is very nearly completely wasted.

Only the most elementary treatment of documents coming into the Division of Archives has been possible thus far. The humidifying machine purchased from the Parks-Cramer Company has proved satisfactory. The machine is run at a rate that produces a relatively small quantity of extremely fine mist; this can be so controlled that documents left in the vault for as long as thirty-six hours show no trace of water spots or blurring of inks. The extremely heavy paper with thickly calendered surface used in court records requires ex-

posure to moist air before becoming properly limp and pliable.

At a cost of a little less than twenty dollars, six presses were built which used common screw-type automobile jacks as the means of compression. The presses can exert a pressure of approximately two tons and have been perfectly satisfactory. It was found in this method of moistening and flattening documents that the blotters between which they are pressed absorb a great deal of dust and grime which cannot be removed by other methods, for the blotters have an enormous capacity for doing this, time after time.

No equipment for gas fumigation has been available. At the suggestion of the state entomologist, records suspected of being infested with any insects or vermin are placed in humidifying vaults and the vaporizer set at 50 per cent relative humidity. By means of a high resistance electrical heater the temperature is raised to 124° F. and kept at that point for 148 hours. The humidity prevents any parching effects, and the heat kills all insects, eggs, and larvae.

Calls for the use of documents in the archives are increasing rapidly. Accurate figures on the use of the archives for the year July, 1935-June, 1936, are not available, but there were, in that period, about 20 calls for records, both from officials and from the general public. For the year 1936-1937 there were 89 calls for records and over one hundred reference questions answered. In the year 1937-1938 the division handled 370 calls for records and 169 reference questions.

Since the deposit of the military service records in this division by the office of the adjutant general in March, 1938, the division has filled 717 calls for service records, 252 for Civil War veterans, 33 for Spanish-American War veterans, and 432 for World War veterans. There have been occasional requests for service records for veterans of the Mexican War and the War of 1812.

CHRISTOPHER B. COLEMAN

ARRANGING AND CATALOGUING MANUSCRIPTS IN THE WILLIAM L. CLEMENTS LIBRARY

INTRODUCTION

THE method of arranging and cataloguing manuscripts¹ in the William L. Clements Library has been determined by certain conditions peculiar to rare-book libraries as a class and to this library in particular. These conditions must be understood before that method can be discussed without tangent explanations.

The first determining factor, naturally, is the type of material housed in the Manuscript Division of the Clements Library. The collection is relatively small, numbering about 120,000 letters and documents. The great bulk of the material consists of the papers, public and private, of political and military figures of the century between 1740 and 1840 in America and England. Whether they constitute archives or historical manuscripts will not be argued here.

Secondly, as suggested at the outset, the Clements Library may be classed as a semipublic institution belonging to the state. Its contents, therefore, are state property, and the first duty of the curator of manuscripts is towards his material: to preserve it from Blades' "enemies of books"—fire, water, heat, dust, vermin, and careless readers—and to keep it in its original or some other logical order. His second duty is to help readers by cataloguing the material and publicizing it. He has other duties as well, but these two rank in the order just stated.

A third factor is the type of reader which the Clements Library was founded to serve. The ideas of its donor were definite in this respect. Users of the books, manuscripts, and maps were to be scholars, not the lay public; further, these scholars were to be engaged upon some research project of sufficient importance to justify the wear on the source material used. Thus, for instance, a person seeking genealogical data is not encouraged, since he must handle valuable and fragile records in obtaining information which is of little importance or interest outside of his own family. Likewise, many graduate stu-

¹ American usage is followed in the meaning of this word. That is, "manuscripts" refers to all kinds of written (not printed or engraved) material regardless of date. "Documents," the European generic term, here means a particular type of manuscript, as distinguished from a letter, such as a contract, deed, will, commission, warrant, resolution, law, etc.

dents in the University are not permitted to use the Clements Library in preparation of their theses, because they usually cover historical ground which has been gone over before and therefore can use material already published. At times this is a difficult idea to present tactfully to inquirers, due in the main to their familiarity with but one kind of library—the public library. Reasons for this sanctity have been set forth by the director of the Clements Library in an essay on book collecting.²

Qualified readers are not expected to begin their research at the Clements Library. They must have exhausted secondary sources in their particular field before asking for admission to this library. It follows that they will know the *dramatis personae* of their subject. This entirely reasonable assumption has a most important bearing on the cataloguing, as almost all entries are under names of persons.

A fourth determinant is the conditions under which the manuscripts are used. The curator's desk, the card catalogues, the study tables, and the manuscripts are all in adjoining rooms, which means that the readers are free to inspect the collections through the glass-doored cases; and, when working, they are under the surveillance of the curator, who is there to answer questions as well as to watch the handling of the papers.

The size and duties of the staff in charge of manuscripts cannot help but influence their arranging and cataloguing. At the Clements Library the staff consists of one person, the curator, who recently has had help from the National Youth Administration for part of the year. His other duties take up part of his time. It should be kept in mind also that the Clements Library is not a static institution, but is buying and receiving gifts steadily. With one person in charge of manuscripts, it is a real problem for him to keep up with the inflow of material. Clearly, he cannot devote himself to cataloguing in detail a particular or favorite collection while later acquisitions are left for ten or twenty years in the basement. The system used must allow for steady accomplishment in preparing the manuscripts for use.

Lastly, thirteen years' experience with other methods of arranging and cataloguing manuscripts have pointed toward the system now in use. It is an evolutionary development. Whether it is an ideal method is irrelevant to this paper. It is satisfactory for the Clements Library, that is all. In brief, it works.

² Randolph G. Adams, *The Whys and Wherefores of the William L. Clements Library* (Ann Arbor, 1925).

ARRANGING

The classification system employed in the Manuscript Division hardly deserves that phrase. The quantity of material is still so small that no call numbers are needed; all that is done is to arrange the collections on the shelves in simple order. A collection, it might be explained, may consist of letters written to or written by one man and members of his immediate family and is known by the family name; or it may consist of letters and documents relative to some event or person and is known by the name of the event or of the collector.

Briefly, the arrangement of the collections on the shelves is first geographical, then alphabetical, and then chronological.

First of all the collections are divided into two groups, according to whether the writers lived in the Eastern or Western Hemisphere. The terms we use are American (in its broadest sense, to include both continents) and European. Collections of papers of American origin are placed in locked cases in one room, and those of European origin in similar cases in an adjoining room. An archway between the two actually makes of them a single long room. If a collection of personal papers belongs to a man active in both hemispheres, such as the papers of an English politician who became a colonial governor, it is not divided, but put wholly into one division or the other. Similarly, the letters of an American minister to Spain would be kept in the American room with his other correspondence. In general the nationality of the writer determines in which room his papers shall be placed. Borderline cases are decided by asking: with which country or continent is this person usually associated?

Collections formed around an event are placed, of course, according to the location of the happening.

Within the two geographic divisions, the collections are arranged alphabetically by their names, which are always evident on the backbone of the volumes or boxes. A chronological arrangement of them has some value for the reader, but it is awkward to carry out. Ordinarily a collection covers a period of years, and it is perplexing to decide whether it should be placed according to its earliest date, its latest date, or by the years in which the material bulks largest. A subject grouping is, of course, impossible. The alphabetical arrangement is the simplest and most convenient way of serving the reader, maintaining order, and avoiding call numbers.

Perhaps this is the proper place to mention a third group of manuscripts kept separate from the American and European divisions. This is a broad, heterogeneous collection conveniently called "Miscellaneous Manuscripts." In addition to acquiring collections in which research may be done, the library acquires separate letters and documents, single items, for one of three reasons: because of the importance of the text, because the man's autograph is an appropriate one to have, or because a sample of the man's handwriting is wanted for the handwriting file, used in identifying anonymous letters. These single items are arranged chronologically and placed in folders in boxes, each one of which is labeled "Miscellaneous Manuscripts" and bears the inclusive dates of the pack within it.

The next consideration in arrangement is the disposition of the papers within each collection. The rule is that all papers are to be arranged chronologically unless (1) they came to the library handsomely bound in different order, (2) they were kept in a different order and are supplied with an index, or (3) they fall naturally into two or three geographic or topical groups. In any of these instances the old arrangement is respected and maintained. Otherwise, the chronological rule is observed, with the exception that inclosures are placed immediately after their covering letters. Envelopes precede their letters. Receipted bills, like plain bills, are placed under the date they were rendered to the debtor, if it can be found; otherwise under the date of the receipt. Undated papers are placed at the end of the month or of the year in which they are believed to have been written, if such a time can be determined, or at the end of the collection.

While the chronological arrangement often brings unrelated documents together, it has the virtue of offering the papers to the reader in the order in which they "happened," or were written. In the sense that things happening at the same time bear some relationship to one another, it is a subject grouping. Any further selection by subject matter must be and should be done by the research student, for attempts to group letters by subject or by correspondents will only produce chaos. From the curator's point of view the strict chronological arrangement is the most convenient for finding specific papers and for putting them back again in the collection with minimum risk of misplacement.

Now for the care given the loose documents after they have been arranged by date. In the past each one has been laid in a rag-paper

folder, the upper right-hand corner of which was labeled with the names of the writer and recipient and the date:

Washington, Geo.

ALS to Nath. Greene

Phila. Oct. 6, 1782

This inscription is not intended to duplicate the catalogue entry, but is an identification only. A pack of sixty to seventy of these folders was then put into a letter-box file, the back of which was covered with leather and labeled, and stood up on the shelf. A spring on the inside cover keeps the folders pressed together so that the manuscripts will not rest on their edges. On the shelves the boxes can hardly be distinguished from bound books. The Miscellaneous Manuscripts are still handled in this fashion because interpolations, which are frequent, can be made easily; while the date labels on each volume are of a temporary nature and allow of periodic change. Incomplete collections, which there is reasonable expectation of augmenting or completing some time, are also preserved in folders within boxes.

Recently the library has favored binding some of its manuscripts, as the Library of Congress has done in some instances. In this process the manuscripts are hinged, by a strip of transparent linen pasted down the left-hand margin, to sheets of white mounting paper of an all-rag content. The left side of the mounting paper, which is larger all over than the manuscript it supports, is folded over about three-quarters of an inch for saddle stitching by the binder. Notes regarding inclosures may be added on the margin of the mounting sheets. A pack of about 110 or 115, almost three inches thick, is bound into one volume and labeled on the backbone.

There are advantages and disadvantages to both methods. A three-inch volume contains about twice as many manuscripts as a three-inch box, owing to the added thickness of the folders in the latter. A breakdown of the costs of each method in our case revealed that mounting cost only half as much as boxing. Moreover the manuscripts

are protected from becoming ragged and are difficult to steal when they are bound. Photostating is not more difficult in the one instance than in the other. However, individual documents cannot be removed easily if two from the same volume are wanted for exhibition purposes. The private collector justly may object to attaching manuscripts with paste to anything, but he is not serving readers as is a library.

It would require a separate paper to enter into a full discussion of the proper method of preserving manuscripts on library shelves. The initial question whether manuscripts should be stood on edge at all or laid flat I have not mentioned because it was answered before I came to the Clements Library. The first collection purchased by Mr. Clements—the Shelburne Papers—was bound when he obtained it, and he placed the volumes on edge. For later collections of loose papers he had special boxes constructed with a spring in the cover, as mentioned above. Certainly it may be said that if manuscripts are to be placed on edge, mounting and binding is the best way of preserving them. Whether the dual policy of the Clements Library shall be continued or a new technique adopted depends chiefly on the manufacturers of library equipment. So far they have not offered equipment that is free from adverse criticism.

Backbone labels have been emphasized on purpose. Every volume on the shelf has a legible label on its backbone giving the name of the collection, the inclusive dates of the material in that particular volume, and the volume number if it is one in a series. Separately bound single items, such as a diary, a commission, or a rare letter, are appropriately labeled on the backbone also. Not only are such labels a great convenience to the curator in locating a desired volume; but in a library where the reader works surrounded by glass-doored cases, labels are of especial aid to him. A short tour of the room or rooms shows him everything the Manuscript Division possesses and permits him to find collections relating to his subject without, perhaps, ever consulting the card catalogue.

ACCESSIONING

After a manuscript or a collection of manuscripts is paid for or accepted as a gift—that is, as soon as its title has passed to the library, it is accessioned in the curator's accessions book. This is a loose-leaf notebook of large size, its pages bearing a printed form of several columns. In the first column is space for numbers, which run consecutively through the book, each one preceded by the letter "M" to indi-

cate Manuscript Division. Every new accession receives the next available number for reference. This number is written in pencil in the corner on the back of a manuscript, if a single item comprises the accession; otherwise it is written on the inside back cover of each volume or box.

Succeeding columns in the book of accessions are headed: date of accession, description, source (person or dealer who gave or sold us the article), cost, order number (a detail of university bookkeeping), and remarks. Containing as it does information of a confidential nature, this book is kept in the curator's desk and is not for use by the reader, although the curator may consult it for him to trace the provenance of a manuscript. The book is also used by the curator in preparing his part of the director's annual report to the president.

CATALOGUING

After a collection has been accessioned it is examined to see if there is to be any arrangement other than chronological. If not, the manuscripts are sorted first of all alphabetically by writer: putting all the letters by one person in a bundle or folder by themselves, keeping inclosures with their covering letters. Then notes are taken in rough cataloguing form for each bundle.

For example, in a collection that will be known as the Taylor Papers it is found that one George Jones wrote a number of the letters. The Jones letters having been gathered into one pile, they are examined and the following information culled from them: there are twenty-six letters from Jones to Taylor, dating from May 16, 1820 to October 10, 1822 and written from various places; there are five letters from Jones to John Smith within the dates April 21, 1830 and February 8, 1831, all from Philadelphia; and one letter from Jones to James Williams dated July 4, 1835 from Detroit. Three slips are made out as follows:

Jones, George
to Josiah Taylor
1820 May 16—1822 Oct. 10
26 ALsS and LsS

Jones, George
to John Smith
1830 Apr. 21—1831 Feb. 8
5 ALsS. Phila.

Jones, George
to James Williams
1835 July 4
ALS. Detroit

If the letters to a given recipient were scattered over a decade or more, the slip would contain an added notation:

1820 July 1—1833 Sept. 9
11 ALsS. None 1826-30.

The same kind of note is taken for every writer-bundle. Thus all the letters from one person to one other are indicated on a single slip.

If in one of the Jones-to-Taylor letters, Jones had inclosed a letter from a mutual friend, Mr. Blank, a slip is made out for that letter like those above, with the following note added:

Inclosed in Jones' letter of Dec. 4, 1820.

If the inclosure is a copy instead of the actual letter, "Copy," or "Cy," is written instead of "ALS."

These notes may finish the curator's work with the Jones bundle. However, the examination of the letters should be more than the cursory glance necessary to identify the signature, recipient, date, and place. Now is the time for the subject entries, if any, to be jotted down, usually on the back of the slip. To obtain this information it is necessary to scan the letter, but as a general rule it may be said that the curator's task is to read no more of the manuscript than he has to for his cataloguing purposes.

So far only personal letters have been discussed. There may be in the collection manuscripts of a legal or official nature, issuing from an office rather than a person. The same kind of slip is made out for such documents as for letters, although in many instances there will be no recipient. This is not the moment for verifying the correct form of entry for the office or officer, provided that name is missing from the document. The name of the signer or clerk should be written down, with his title if given, and a note added to indicate what the document is, whether commission, proclamation, court decree, legislative act, etc. If the document is a printed form filled in by hand, that fact is noted by a phrase.

When notes have been taken on all the writer-bundles, mounting or insertion in folders is then in order. Although the curator may not

be actively engaged in it, he must supervise the work closely. Folders can be labeled on a typewriter with an extra-wide carriage. If he does not do the labeling himself, the curator must write out the form for each manuscript to be inserted as a model for the typist. If the manuscripts are to be mounted, he must separate inclosures from their covering letters and indicate on the former in a penciled note the date of the covering letter. This note enables him to put back together the two related pages of mounted manuscripts, when the notation is erased from the inclosure and lettered by hand on the margin of the mounting sheet.

After being assembled in chronological order, the mounted manuscripts are divided into packs for binding. It is preferable, of course, to make the divisions between years or at least between months, but that is not always possible when scores of letters have been written in a few weeks. The name of the collection, the volume number, and the inclusive dates of each pack are noted on a sheet of paper which is tied up with each pack for the information of the binder. An example of a backbone label is shown below:

TAYLOR PAPERS	
3	
JULY 1820	
JUNE 1821	

In some collections it may give a better balance to the volumes to place the dates in a lower panel.

The business of mounting or labeling folders produces an interval of time between the two steps in cataloguing. The second step is to transfer the information from the rough catalogue slips to the regulation catalogue cards. First of all it is necessary to search for the full names and dates of birth and death of writers and recipients. As in book cataloguing, the name must be established, and cross-references made to it from other spellings, titles, or pseudonyms. Where there are variations in the spelling of a name, we take the version of the writer himself. It is not necessary or prudent to make an exhaustive search for dates, since the time at which the person lived

is indicated by the date of the letter he wrote or received. If he is so little known as to make biographical information difficult to find, then that information becomes a problem in research for the reader, not for the curator.

Correct office or corporation entries should be established at this time also. Government entries for Clements Library manuscripts follow those used by the Library of Congress for printed documents of a political or judicial nature. For the British Army of the eighteenth century and the Continental Army, the Manuscript Division has evolved a special classification system, much less elaborate than those used by the Library of Congress and the British Museum. It follows, in simplified form, the organization of the two armies and is used mainly in the cataloguing of military returns. Letters and orders issued by the officers are catalogued under their names, with "see" cards from their military rank and position. It may be necessary in some instances to do the requisite historical research and, following established forms, produce a new entry.

Perhaps it will not be amiss to remark here that it is preferable for a curator of manuscripts to have a background of history rather than a background of library science. The technique of cataloguing can be learned much more quickly than a fund of historical knowledge can be accumulated. Accurate cataloguing is extremely difficult without a detailed knowledge of the events and persons with which a particular collection is concerned. Moreover, this knowledge is used extensively in helping readers.

Equipped with full and correct information, the curator is now ready to type his catalogue cards. These have been printed in anticipation of his needs in the following form:

Taylor Papers	
	Writer Recipient Date Nature

The name in the box in the upper left-hand corner is the name of the collection as it is known in the library. This card filled in for the Jones-to-Taylor letters from the slip shown on page 221 will read as follows:

Taylor Papers		
Jones, George, 1770-1845	Writer	
Taylor, Josiah	Recipient	
1820 May 16-	Date	
1822 Oct. 10.		
26 ALsS and LsS.	Nature	

The boxed name and the dates in the left-hand margin constitute the reference for this group of letters. They may be all contained in one volume, or, if the collection is extensive, in several volumes. The volumes wanted are found by consulting the dates on their backbones.

In the library's system of multiple cataloguing at least three cards are required for every group of letters: one to be filed under the writer's name (the above card), one under the recipient's name, one under the date or dates covered by the letters, and perhaps one or more under particular subject entries. As many date cards as there are years covered by the correspondence are made. The remaining cards for the Jones-to-Taylor letters follow:

Taylor Papers		Taylor, Josiah, 1778-1847
Jones, George, 1770-1845	Writer	
Taylor, Josiah	Recipient	
1820 May 16-	Date	
1822 Oct. 10.		
26 ALsS and LsS.	Nature	

Taylor Papers	1820 May 16	
	Jones, George, 1770-1845	Writer
	Taylor, Josiah	Recipient
	1820 May 16-	Date
	1822 Oct. 10.	
	26 ALsS and LsS.	Nature

The next two cards are like the one above, except that on one the date "1821" is typed in at the top, and on the other the final date of "1822 Oct. 10" is similarly placed. Where there are five letters or less in a group and the dates are scattered, generally all of the dates are written out on each card in the two-line space reserved for them. Consequently a date card for each one of the letters is made.

Assuming that in one of the letters in the foregoing example, Jones related an incident in the Whiskey Rebellion which he had witnessed, a subject card would be made. The phrase "Whiskey Rebellion" would be typed in at the top of the card, and the date of the particular letter, not the dates of the group as used formerly, would be indicated on the date line. The entry for "Nature" also would be altered accordingly.

As the final step in cataloguing, these cards are placed in the card catalogue. This catalogue has two sections: an alphabetical file and a chronological file. Personal, official, and subject entries are found in the first; date cards go into the second.

Multiple cataloguing, as in the foregoing example, cannot be practiced in a collection wherein the manuscripts are arranged in a non-chronological order. In such cases, it is necessary to type three, and perhaps four, cards for each letter. Then under the box in the left-hand corner, the volume number and page number are typed for reference. The Miscellaneous Manuscripts also are catalogued individually, since there are no runs of letters from Mr. A to Mr. B in the lot. As they are arranged chronologically, no reference to volume number is required.

The saving of time under the multiple system of cataloguing is

obvious. For the group of twenty-six letters catalogued in the example above, six cards were used; if each letter had been catalogued separately at least three times twenty-six or seventy-eight cards would have been required. However, it may be questioned whether the library is doing its full duty toward the reader in making him turn page after page of a volume in search of half a dozen letters which he only knows are somewhere between the covers.

Our reply is that the reader is doing the research; the staff need not do it for him. The curator's duty ends with steering the reader to the right or relevant collection, wherein the reader's subject is, or is likely to be, mentioned. Then it is for the reader to discover what he can, and he should be prepared to dig through a peck of chaff to reach his grain of wheat. That is what constitutes research.

Secondly, more than one of our readers has benefited from being obliged to thumb through a volume of correspondence in search of two or three letters of a particular person. Facts not sought have thereby been discovered. Thorough scholars wish and expect to do that amount of work; they are unwilling to trust the curator to hand out to them specific manuscripts which, according to the curator's judgment, bear on their research topic.

SUBJECT ENTRIES AND CALENDARS

The card catalogue of the Manuscript Division offers very little in the way of a subject index. Events, of course, mean action, and outside of certain natural phenomena, events are produced by men or involve men who afterwards relate what happened. The catalogue is filled with personal entries and with dates. A reader investigating an event, therefore, must look for manuscripts dated contemporaneously with the event or, written by the persons who witnessed or had some part in the event.

Our rule in regard to subject entries is this: where the writer is an obscure person and his letter touches upon an important event or person, a card bringing out that subject should be made. Here again the curator's historical knowledge forms the basis of his decisions. Thus, for instance, letters by George Croghan need not be catalogued under "Indian Affairs," for anyone admitted to the Clements Library to study Indian affairs of the eighteenth century would know that the correspondence of Croghan should be examined. If he did not know that, he was not ready to use this library. That is not arrogance, but a plain statement of policy.

However, a letter from, let us say, Pete Smith, a Boston Minute Man, dated 1788, in which the writer recalls how he and his comrades defended the bridge at Concord the morning of April 19, 1775, is regarded differently. It is not reasonable to assume that readers would know the names of the common soldiers in that first engagement of the Revolution. Therefore a card for this letter would be made under the entry, "Concord, Battle of," and perhaps another under the date of the skirmish.

Extra entries are regularly made for persons mentioned in depositions, trials, court martials, and similar documents. Likewise, letters written by one person to another about a third are often catalogued under the name of that third person. The chief difficulty in the way of making a subject card for every letter is, of course, the fact that a dozen subjects are often mentioned in one letter.

Calendars have not been attempted. The making of a calendar requires the full time services of an almost phenomenally brilliant historian. Even such a talented one as Worthington C. Ford asserted that he could not make more than eight thousand calendar cards a year.³ Thus it would take more than twelve years to calendar a hundred thousand manuscripts. Then the calendar must be printed to be widely useful. Finally, Mr. Ford also declares that a fully satisfactory calendar has never been made. The insurmountable difficulty is that what may seem unimportant to the person making the calendar may be of significance to a particular research worker. Knowing this, a careful reader puts little reliance on a calendar. The only way to overcome this defect is to print the complete letters in the calendar, and the result is not a calendar but an edition of the correspondence.

The Manuscript Division does, however, propose to offer inquirers and readers a guide to the collections in its possession. This book, now being compiled, contains a brief description of each collection, followed by a list of all the writers of letters and authors of documents found in that collection. It also has a general index to all the writers and authors which cuts across the division lines of the collections and allows the reader to learn in how many collections a given writer is represented.

Such a guide is designed to answer three purposes: to make known to scholars—indeed to put them on their guard concerning—the loca-

³ Worthington C. Ford, "On Calendaring Manuscripts," *Papers of the Bibliographical Society of America*, IV, 45-56.

tion and existence of papers of persons in whom they may be interested; to provide enough information about the collections to help prospective readers decide whether a trip to Ann Arbor would be worth their while; and to answer that most frequent of all inquiries, "Have you any letters by so-and-so?" A letter addressed to the director of the library will bring further information about the letters of a particular person relative to quantity, dates covered, photostating, microfilming, etc.

HOWARD H. PECKHAM

REVIEWS OF BOOKS

The Historical Records of North Carolina, Volume II, The County Records, Craven through Moore. Prepared by the Historical Records Survey of the Works Progress Administration. Edited by Charles Christopher Crittenden and Dan Lacy. (Raleigh, North Carolina. The North Carolina Historical Commission, 1938.)

This is the second volume of a three-volume enterprise, volume one of which was reviewed in the April number of *THE AMERICAN ARCHIVIST*. Forty counties are included in this volume. The various counties range in dates of foundation from Currituck, founded in 1670, to Hoke in 1911. The records listed come under the various heads of Historical Commission Archives, Register of Deeds, Clerk of Superior Court, Sheriff, Auditor, Superintendent of Schools, Superintendent of Health, and Superintendent of Public Welfare. Sometimes, also, there are records of the Accountant, Tax Supervisor, County Manager, Coroner, Tax Collector, and others. Of the counties listed, Dobbs no longer exists. The earliest extant records noticed were 1701 in Currituck County. All in all, the volume is a worthy successor to volume one of the series and an additional tribute to the efficiency of the North Carolina Historical Commission and of the Historical Records Survey.

THEODORE C. PEASE

Washington; sa correspondance avec D'Estaing. Publié par les soins de la Fondation Nationale pour la Reproduction des Manuscrits précieux et pièces rares d'Archives. (3 Rue de Valois, Paris, 1937. Edition, 1250 numbered copies. Printed by Daniel Jacomet & Cie, Paris.)

This neatly-printed volume has the correspondence between D'Estaing and Washington (pp. 1-29) and Washington and D'Estaing (pp. 31-66) printed for the first time from the originals in the French National Archives, with an introduction by Charles de la Roncière, former president of the Académie de Marine, well-known cartographer of the Bibliothèque nationale.

VICTOR HUGO PALTSITS

SHORTER NOTICES

How the National Archives Serves the Government and the Public, Circular No. 4 of the National Archives, has been prepared for the general public but is also of interest to the searcher who intends to use the repository. The first half of the pamphlet is devoted to facilities and services offered, some of which may be utilized without the necessity of a visit to Washington. There is a list of publications the National Archives had issued prior to July, 1938.

The British Records Association, Technical Section, is now issuing a quarterly bulletin devoted to some of the more technical aspects of record keeping. The first issue, which appeared in March, was in seven-page mimeograph form. The bulletin will devote considerable space to a section on "Notes, Queries and Answers," which will provide a much wanted opportunity for the exchange of information and opinion. Articles concerning the methods and materials of record preserving will also be included.

An *Inventory* of the Clark County, Illinois, archives was issued by the Historical Records Survey in June, 1938. This publication is reported as number twelve of the series *Inventory of the County Archives of Illinois*. The project was begun in early September, 1936, and the final survey was completed in February, this year. Clark County, one of the oldest counties of the state, was established in March, 1819, and named in honor of George Rogers Clark. At first occupying the entire northeastern quarter of the state, it was reduced to less than one-tenth its original size within its first ten years. The records of this county are well housed and kept in various vaults in the courthouse at Marshall, the third seat of Clark County since its establishment.

The county records of Chesterfield County, Virginia, have been listed and indexed in Report No. 21, *Inventory of the County Archives of Virginia*, prepared by the Historical Records Survey under the direction of Elizabeth B. Parker, state director. The information is contained in viii and 229 pages attractively printed at the University of Virginia Press and is bound in semi-durable blue paper. The material is organized in standard form: historical sketch, a discussion of the evolution of county governments, the recording systems of the county, details of the modern care of the records, the inventory, bibliography, and indexes. The documents listed were found in generally good condition and in safe depots, and, although the courthouse was burned in 1781 by the British and some of the documents had been stolen before the records were removed to an ice house for safety in 1864, the investigators found no reason to believe that many were lost. In addition to the subject index there is a chronological index, the first entry of which is dated 1748.

NEWS NOTES

PROGRAM FOR THE SECOND ANNUAL MEETING

OF

THE SOCIETY OF AMERICAN ARCHIVISTS

SPRINGFIELD, ILLINOIS

October 24-26, 1938

Monday, October 24

10:00 A.M. Session—Abraham Lincoln Hotel

ARCHIVAL TRAINING

ROUND TABLE DISCUSSION

Chairman: Phineas L. Windsor, Librarian, University of Illinois

Leaders:

1. James A. Robertson, Hall of Records, State of Maryland
2. Samuel F. Bemis, Yale University
3. C. C. Crittenden, The North Carolina Historical Commission

10:00 A.M. Session—Abraham Lincoln Hotel

ARCHIVAL JOURNALS

Chairman: Theodore C. Pease, Editor, The American Archivist, University of Illinois

1. American Journals
Edna L. Jacobsen, New York State Library
2. Continental Journals
Olga P. Palmer, The National Archives

12:30 P.M. Luncheon (Subscription)—Abraham Lincoln Hotel

Presiding: Gilbert J. Garrighan, S. J., Research Professor of History, Loyola University, Chicago, Illinois
European Archives

Solon J. Buck, Director of Publications, The National Archives

Monday, October 24 (*Continued*)

3:00 P.M. Session—Archives Building

SCIENTIFIC AIDS

Chairman: George A. Schwegmann, Jr., Director of the Union Catalogue, Library of Congress

1. Microphotographic Equipment
M. Llewellyn Raney, University of Chicago Libraries
2. Fumigating, Cleaning and Repairing Archival Material
Arthur E. Kimberly, The National Archives

Discussion to be followed by Tour of the Building and Demonstration of Equipment

5:00-6:30 P.M. FREE PERIOD

7:00 P.M. Dinner (Subscription)—Illini Country Club

Presiding: A. R. Newsome, President of the Society of American Archivists

1. Address of Welcome
Edward J. Hughes, Secretary of State, of Illinois, and State Librarian
2. Possibilities of the Film Library with Relation to State Archives
John E. Abbott, Director of the Film Library, The Museum of Modern Art, New York City
3. The Problem of a Feasible Plan for Preserving Local Archives and Historical Manuscripts
A. F. Kuhlman, Director of Joint University Libraries, Vanderbilt University

9:00 P.M. Reception and Smoker

Tuesday, October 25

10:00 A.M. Session—Abraham Lincoln Hotel

STATE ARCHIVES

Chairman: Luther H. Evans, National Director, Historical Records Survey

1. State Archives on the Pacific Coast
Charles M. Gates, University of Washington
2. State Archives in the Lower Mississippi Valley
Edwin A. Davis, Archivist, Louisiana State University
3. The State Archives of Texas
Harriet Smither, Archivist, Texas State Library

Tuesday, October 25 (*Continued*)

10:00 A.M. Session—Abraham Lincoln Hotel

CLASSIFICATION AND CATALOGUING

Chairman: Margaret C. Norton, Superintendent of the
Archives Division, Illinois State Library

Leaders:

1. Roscoe R. Hill, The National Archives
2. D. L. Corbitt, The North Carolina Historical Commission
3. Robert H. Slover, Historical Records Survey

TRIP TO VILLAGE OF NEW SALEM

12:30 P.M. Leave Springfield by Car

1:30 P.M. Arrive New Salem State Park

1:40 P.M. Luncheon (Tendered by the Illinois State Historical Society)
—Wagon Wheel Restaurant, New Salem State Park
Presiding: Paul M. Angle, Secretary, Illinois State Historical Society

New Salem State Park

Harry E. Pratt, Executive Secretary, The Abraham Lincoln Association

3:30-5:00 P.M. Tour of Village of New Salem

5:00 P.M. Leave New Salem State Park by Car

6:00 P.M. Arrive Springfield

7:00 P.M. Annual Dinner (Subscription)—Abraham Lincoln Hotel
Presiding: R. D. W. Connor, Archivist of the United States,
The National Archives

Presidential Address: Uniform State Archival Legislation
A. R. Newsome, University of North Carolina

9:00 P.M. Session—Abraham Lincoln Hotel

BUSINESS MEETING

Presiding: A. R. Newsome, President of the Society of
American Archivists

Wednesday, October 26

10:00 A.M. Session—Abraham Lincoln Hotel

SUPPLEMENTS TO ARCHIVAL KNOWLEDGE

Chairman: Lester J. Cappon, Archivist, Library of the Uni-
versity of Virginia

Wednesday, October 26 (*Continued*)

1. The Character and Extent of Fugitive Archival Material
Randolph G. Adams, William L. Clements Library,
University of Michigan
2. Relation of Historical Manuscripts to Archival Material
Curtis W. Garrison, The Hayes Memorial Library,
Fremont, Ohio
3. Printed Materials in Manuscript Archives
Douglas C. McMurtrie, American Imprints Inventory,
Historical Records Survey

10:00 A.M. Session—Abraham Lincoln Hotel

SPECIAL TYPE ARCHIVES

Chairman: Russell H. Anderson, Curator, Department of
Agriculture, Textiles and Industry, Museum of Science
and Industry

1. Church Archives
William W. Sweet, The University of Chicago
2. Some Problems in the Preservation of Business Archives
William D. Overman, Ohio State Archaeological and
Historical Society
3. Agricultural Archives
Everett E. Edwards, Bureau of Agricultural Eco-
nomics, United States Department of Agriculture

12:30 P.M. Luncheon (Subscription)—Abraham Lincoln Hotel

Presiding: Christopher B. Coleman, Director, Indiana State
Library

Short Speeches by

Edward J. Hughes, Secretary of State, of Illinois
John W. Kapp, Jr., Mayor of Springfield, Illinois
The new President of the Society of American Archivists
C. Herrick Hammond, Architect of the Archives Build-
ing

2:30 P.M. Session—Abraham Lincoln Hotel

LOCAL ARCHIVES

Chairman: William D. McCain, Director, Department of
Archives and History, State of Mississippi
The National Survey of County Archives
John C. L. Andreassen, Historical Records Survey

3:30-5 P.M. Dedication of the Archives Building
Tour of the Building

THE NATIONAL ARCHIVES

Appointments of the Archivist of the United States not previously announced in this journal include those of Mrs. Natalia Summers, formerly chief of the Archives Section at the State Department, and Arthur E. Beach, also formerly of the State Department, to positions in the Division of State Department Archives. Harry R. Peterson has resigned his position in the Division of Navy Department Archives to accept the headship of the Department of Social Science, McKinley Senior High School, Cedar Rapids, Iowa.

The activity of the National Archives in restoring order among the records transferred to its custody occasionally results in the discovery of documents thought to be lost. Several years ago Dr. Hunter Miller of the State Department had the Senate files, then still at the Capitol, searched for the originals of treaties submitted to the Senate but not finally acted upon. Five of them could not be found. Recently all five have been located by members of the National Archives staff in the course of their regular work on the Senate executive papers. They are a treaty of navigation and commerce with New Granada, signed on December 20, 1844; an extradition convention with Mexico, signed on July 20, 1850; a convention with Belgium relative to the inheritance and acquisition of property, signed on August 25, 1852; an additional article extending the time for the exchange of ratifications of the Anglo-American copyright convention of February 17, 1853, signed on February 8, 1854; and a commercial convention with Johanna, one of the Comoro Islands, signed on October 4, 1879.

Outstanding among the many collections received in recent months are those relating to the Revolutionary, Mexican, and Civil wars. Continental Army records, 1775-1783, and the record books of volunteer regiments, 1846-1848, 1861-1866, came from the War Department. The Treasury Department has transferred records concerning captured, abandoned, and confiscated property and the claims related thereto, 1863-1881, and Confederate Treasury, customhouse, and court records, 1861-1865. Other important accessions from the Treasury Department include accounting records of various sorts with series falling within the dates 1779-1922, and customhouse records, 1789-1816. The Office of Indian Affairs has now transferred nearly all its records through 1921 and some series extending through 1936. Records transferred by the Department of Agriculture include bodies of important correspondence from the Forest Service, 1888-1917, from the Bureau of Chemistry and Soils, 1878-1918, and from the Bureau of Plant Industry, 1891-1932.

Lieutenant Colonel C. Graham Botha, chief archivist of the Union of South Africa, addressed the Washington members of the Society of American Ar-

chivists and the staff of the National Archives on September 13, discussing the development of the archives of South Africa and his impressions on a current tour of archival centers in Europe and North America. Colonel Botha was appointed chief archivist of the Union in 1918, after having served as archivist in the Cape Colony for six years. Two years later he embarked on a tour visiting foreign archival institutions. Legislation and organization along archival lines in South Africa have largely resulted from observations of that tour.

Colonel Botha pointed out that progress has been made in stimulating public interest in the need for the preservation of records as well as in legislative authority for the custody of the archives, and in such technical phases as buildings and repair and preservation of paper. He discussed the plans for a building for the archives of the Union in the new Union capital at Pretoria which will be opened in 1940. Since by law South African archives are ordinarily eligible for transfer only after thirty years, no records of the Union government, organized in 1910, will be available until 1940.

Among special phases which Colonel Botha discussed were the training of archivists and the appraisal of records for disposition and retention. Professional appointees to the staff must have degrees in some historical studies, experience in original research and a desire to make archives their life work. There is an advisory commission composed of public men both within and without the government which in addition to supervising publication and advising on other phases of archival enterprise passes upon lists of records which the administrative departments propose to destroy. These lists are first studied by experts on the archives staff itself, which also has control of the actual destruction of the records. Colonel Botha pointed out that in the appraisal and selection of records for disposition and retention the archivist should be concerned with archives in the making and his relationship with record creating agencies should be one of close co-operation. The records which are authorized for disposition are advertised in the government gazette for sixty days in order to give the public an opportunity to ask for those in which local organizations or other institutions may be interested.

Colonel Botha spent two weeks in this country after visiting certain European archives and returned to South Africa by way of Ottawa.

GEORGIA

The Department of Archives and History has installed the newest type of fire protection throughout its stack rooms. The building in which the archives are housed is not fireproof, and this protection, it is hoped, will smother any blaze and prevent a fire from damaging the documents. Georgia has acquired so many records from the several state departments that two new rooms are being renovated to provide the necessary additional space.

FLORIDA

Since January 1, 1936, there has been a great awakening in Florida with regard to the value of archives and provision for their care. The State Archives Survey, a WPA project, was organized for work soon after the first of January, 1936, and about two months later the Survey of Historical Records, a national WPA project of a similar nature, was put into operation. The two surveys were combined under one head July 1, 1936.

The inventories made by workers on the two surveys have disclosed a surprising amount of hitherto unknown material valuable to historical students and research workers. Very important, too, has been the work of these surveys in courthouses and city halls, where records unknown to present-day officials were found packed away in boxes, attics, and dark corners. Better provision is rapidly being made for the future care of these records.

Among the materials discovered in private homes and county and city offices are private diaries, records of business transactions, Civil War letters, old newspapers, and many manuscripts of various kinds of value to the historian seeking original sources.

A bill providing for a state library and archives building was introduced during the early part of the legislative session of 1937, and was reported favorably in the house. It never came to a vote, but was near the top of the house special order calendar at adjournment. There are excellent hopes of getting this bill through at the 1939 session, unless, in the meantime, a PWA grant is obtained from Washington. Some believe that sufficient aid can be obtained and that there are good reasons for applying for such a grant.

A very small amount of additional space was given the State Library by the Board of State Institutions about August 1, 1937.

Some specific additions to archives in the Florida State Library during the past two years are (1) more than 200 manuscripts and other papers of Prince Achille Murat; (2) about 100 Civil War letters; (3) photostats of letters relative to construction of St. Augustine Road; (4) a number of business records; (5) many typed copies of diaries, running from 1836 to 1870; (6) about 200 manuscript county records; (7) a Tallahassee hotel register, which has names of numbers of persons who came here in connection with the disputed election of 1876; (8) a number of personal letters having some historical value; (9) about 100 copies of Florida newspapers, mainly running from 1875 to 1900; (10) a number of old newspaper clippings of historical value; and (11) considerable miscellaneous material not included in the above.

It has been necessary to omit from this issue the abstracts of European archive publications. Such abstracts will continue to appear in future numbers.

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